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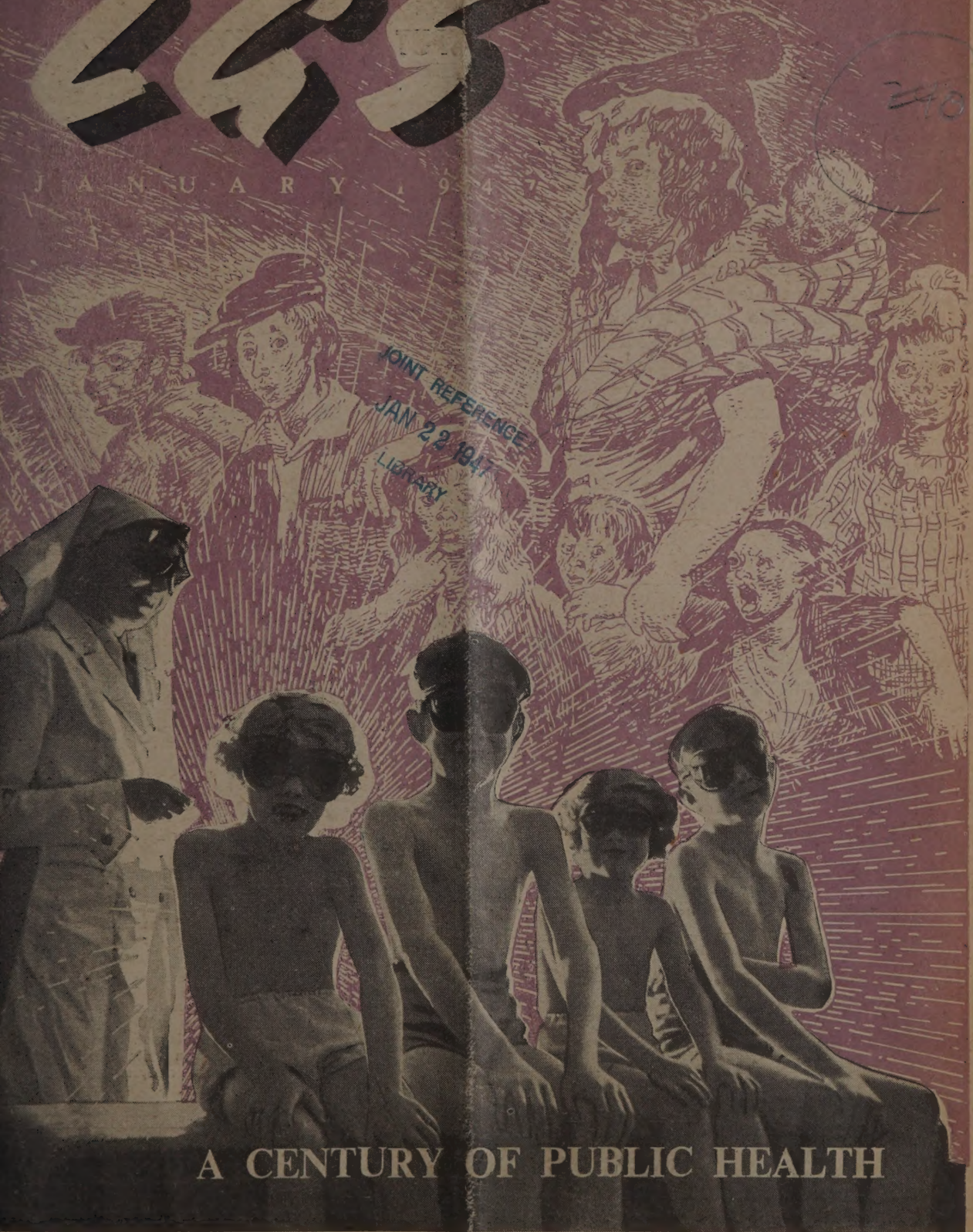
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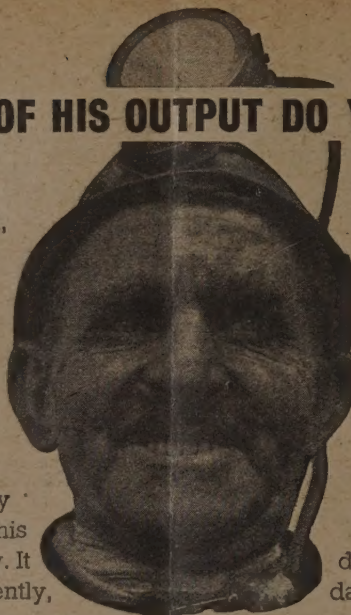


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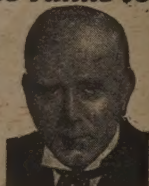
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# Local Government Service

JOURNAL OF THE NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS

13 VOL. XXIV

JANUARY 1947

THREEPENCE

	PAGE		PAGE
HUNDRED YEARS' WAR AGAINST SQUALOR AND DISEASE—by Professor W. M. Fraser .. ..	236	READERS' FORUM .. ..	244
AT HAVE COMPANY BRANCHES IN COMMON WITH THE REST?—by a Special Correspondent .. ..	239	CHANCELLOR GRANTS HIGHER PENSIONS CLAIM ..	246
L G O'S CLAIMS FOR UTILITY OFFICERS .. ..	239	RETROSPECTIVE PAY INCREASES ARE PERMISSIBLE ..	246
FFS OF 123 COMPANIES JOIN ASSOCIATION .. ..	239	1,300 CHARTER ADOPTIONS .. ..	246
S INFORMATION CENTRE ANSWERS PROBLEMS OF 6,000 CITIZENS A MONTH—by A. G. Quin .. ..	240	CHARTER APPLIES TO DRAINAGE BOARDS .. ..	246
CH COWSLIP WINES AND DINES—by "Jackass" .. ..	242	CHARTER AMENDMENTS ON OVERTIME, HOLIDAYS, AND ALLOWANCES .. ..	247
RANDOM—by "Hyperion" .. ..	242	N A L G O BUILDING SOCIETY ANNOUNCES INCREASE IN SHARE INTEREST RATES .. ..	247
A L G O DIARY—by "Abingdon" .. ..	243	ABERDEENSHIRE FIRST TO ADOPT SCOTTISH CHARTER .. ..	248
BOOKSHELF—by Edward Kay .. ..	243	TWO EDUCATION PROBLEMS EXPLAINED .. ..	248

## ON-TO 1947

We will deny, we fancy, that 1946 has been the most epoch-making year in L G O's history. Opening with the moment of that long-sought objective, a national Charter for the entire service, closing that Charter voluntarily adopted by 85 of every 100 local authorities in England and Wales, and punctuated by the est influx of members—including the whole of the Birmingham Guild and the officers of scores of public utility companies—we never known, the acquisition of a £40,000 valent home, the rise of all the Association's ancillary activities to new levels of ice and prosperity, and the appointment of a new general secretary and many new units to Headquarters and District staffs, a year just passed has been memorable ed. How many, twelve months ago, would have dared to dream that our position would be so strong as it is? And now, what of 1947? With so much ahead, what other worlds lie ahead for our quest?

### Our Aim—A Full House

Our first aim must, as always, be 100 per cent membership. The strength of every trade union, as of every human organisation, resides in its members, and only when we have recruited every eligible member shall we be able to achieve all we desire. While supporting the policy of the National Whitley Council in urging local authorities to encourage their staffs to join appropriate unions, we have just rejected the extreme demands both for a "closed shop" by compulsion, with the threat of strike if it is not conceded, and for compulsory rights for a single union. If we are to recruit those who now stand outside, enjoy the benefits the Association has won while electing to pay the price in subscriptions or dues, we must do so by persuasion, not by threat. There is ample opportunity here for a concerted effort, in branches, in districts, and in the N.E.C., for the untapped reservoir of potential members, though a minority of the service, will be substantial.

Next, we must make the Charter work. The task here—to be completed, we are confident, in the next few months—is to secure its adoption by every local authority in the country. That accomplished, we must see that the grades are equitably and generously rewarded, that the far-reaching educational and promotion provisions operate fully, promptly, and fairly, and that the promised opportunities for personal advancement in the service are freely available. This may take longer and will call for much hard work. But good start has been made, and before the year is out the new Examinations Board should be gone far to draw up the plan to which a better service of the future will be built.

Third, we must continue to improve the Charter and its Scottish counterpart. As has been repeatedly stressed here, we regard both documents, important as they are, as foundations only, upon which we can build better. Both are capable of substantial improvement. But in their negotiation, and in the detailed consultation which has followed their adoption, we have gone far to educate the local authority representatives to a more progressive view of the service and to a fuller recognition of the need for it to be nationally integrated. In that better atmosphere thus created, we can now go ahead, steadily improving the two Charters and bringing them closer together, until we have a single standard for the whole country.

### A Stronger Association

Fourth, we must strengthen our Association and all its activities. Headquarters and district organisation has already been materially reinforced: but the best machine in the world cannot operate at full power without appropriate contribution from all its parts, and branches and individual members must all give as well as take. Our correspondence columns lately have displayed a disturbing tendency on the part of some members to expect the Association to meet all their wants without effort on their part. That way lies defeat and decline. We shall achieve our aims only to the extent that every branch and every member actively supports them.

To mention one example only: the formation of local joint committees has been a cardinal feature of the Association's policy for many years, yet we have today, in the 1,530 local authorities in England and Wales, only 329 such committees, and not all of those can be said to be functioning actively. Now, as we record this month, the National Whitley Council has given further powerful encouragement to the movement by approving a model constitution for the local joint committee, which is being sent to every local authority, and should materially help to break down opposition or indifference where they exist. Here, then, is an immediate task for many branches.

### Our Part in Changes to Come

There is similar need of greater activity in the fields of education, public relations, and support for the ancillaries. Although all are flourishing as never before—branch public relations enterprise in particular has lately reached new heights—the field for advance is still a wide one: out of 860 branches nearly 200 have as yet no education correspondent, and more than 500 have no branch public relations officer. And there are still many members who would be glad to enjoy the benefits of one or all of the ancillaries were they to be told more about them.

Finally—and this task exceeds in importance all the rest—N A L G O members must play their full part in the continued development of local government as a service and an institution. It faces big and fundamental problems. Soon, it will be losing its hospitals, its gas and electricity, and possibly its transport services; and there was a significant hint the other day from Alderman Key, Parliamentary Secretary to the Ministry of Health, of still greater changes ahead, including a recasting of the whole local government machine into big regional authorities to administer area services, leaving only the minor local services to smaller authorities.

Will these changes mean the end of local government as we know it? We are not so pessimistic, preferring to believe the Minister of Health when he writes, in a New Year message to our lively contemporary, "Citizen," that "local government can be more glorious in the future than it has ever been in the past." So it can—but only if, in addition to a modern and flexible structure, popular support, and the service of progressive and public-spirited councillors, it is administered by officers who are able, fully trained for their jobs, and provided by it with the opportunity for a satisfying and reasonably prosperous career. It is N A L G O's proud task in the months ahead to ensure the conditions in which such a service can develop.

### Joint P.R. with Civil Service?

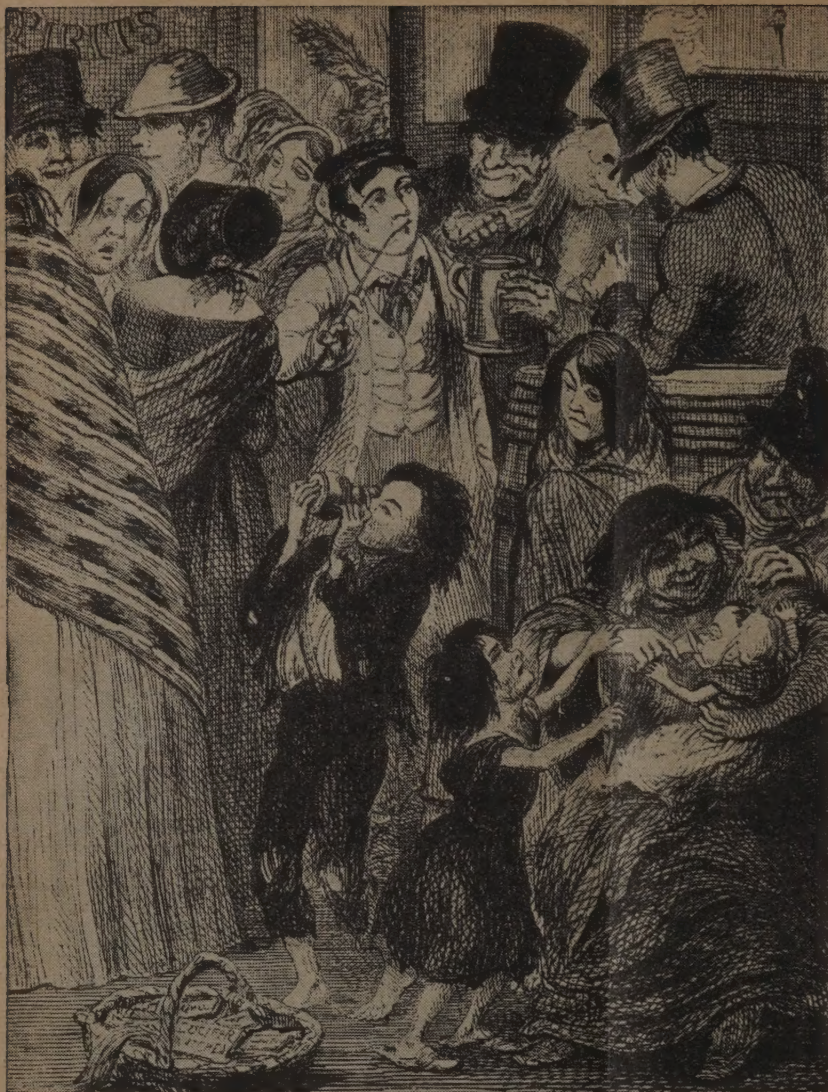
N A L G O's public relations policy came in for a number of bouquets at last month's Institute of Public Administration Conference on "The Citizen and the State," held at Oxford, at which the need to bring public servants into closer contact with the citizen was stressed.

Among measures suggested were staff training and public relations. The former has so far gone further in central than in local government: but local government has the lead in public relations.

Why should they not join hands—and forces? On each local public relations committee, for example, there could be representatives of the employment exchange, the post office, and the other government agencies with local activities. By this means, local and central government might be brought into closer touch both with the public and with one another.

It is the aim of "Local Government Service" to encourage the fullest freedom of opinion and expression within the Association. Unless the fact is expressly stated, therefore, views put forward in the journal—whether in the editorial columns or in signed articles—should not necessarily be regarded as expressing the considered policy of the Association.





From an engraving by Cruikshank, made in 1846, lent by the Wellcome Historical Medical Museum

**T**HE centenary of the appointment of the first medical officer of health in this country—and in the world—is an event of some importance in the history of local government, because it marks the inception of the public health service as we know it today. That the first medical officer of health was appointed in Liverpool is not altogether an accident of history. The borough of Liverpool, as it was then, was one of the first of the towns in England and Wales to feel the impact of the industrial revolution and to experience all the disadvantages of a rapidly expanding population existing under conditions of indescribable filth, squalor, and degradation.

These evils were not peculiar to Liverpool; but they were experienced in the borough in an especially aggravated form, partly because Liverpool was a port and partly on account of the large amount of immigration, mainly from Ireland, which occurred during the second quarter of the nineteenth century. At the time of the Irish potato famine (1846-7), for example, 300,000 people, it is estimated, were received through the port of Liverpool, of whom about 60,000 remained to add to the congestion in the already overcrowded and hopelessly insanitary courts and cellars in the poorer quarters of the town.

Liverpool had already had the experience of a cholera epidemic in 1832, and public opinion was becoming more and more alarmed at the insanitary condition of the town as, year by year, outbreaks of infectious disease broke out in the working-class districts, spreading from time to time to the better-off residential areas. In some years, these outbreaks of cholera, dysentery, typhus, smallpox, and scarlet fever were of relatively small dimensions, but, as the town council and the boards of guardians fully realised, at any time an epidemic of unmanageable proportions might occur. Such an epidemic did occur in 1847, as a result of the

#### WE LIVE LONGER NOW

showing the average length of life in Liverpool



## A Hundred against Squa

A hundred years ago this month, appointed the first medical officer in the world. Here, his present-day

**By W. M. FR.**  
Medical Officer of Health, Liv

Irish immigration, with alarming consequences. During those twelve months, out of a population of less than 250,000, nearly 100,000 suffered from some form of infectious disease. In the parish of Liverpool one person in four died; in the Vauxhall ward the death-rate was one in seven; and in Lace Street, with a population of several hundreds, one person out of every three perished in the epidemic.

It was in such circumstances that Dr. W. Duncan began his duties as medical officer of health of Liverpool early in 1847, and it was in similar, though less distressing circumstances that other towns, in rapid succession, also appointed medical officers of health, the next, after Duncan, being Dr. (later Sir John) Simon to the City of London. These officers, sailing a largely uncharted sea, were not at all tired without guidance. In 1842, the Poor Law Commission published its famous report on the Sanitary Condition of the Labouring Population of Great Britain, which led to the appointment of a Royal Commission, presided over by the Duke of Buccleuch, and to the passing of the Nuisances Removal and Diseases Prevention Acts of 1846 and the Public Health Act of 1848. Liverpool had already promoted in Parliament a private Bill, which became the Liverpool Sanitary Act, 1846, under which Duncan was appointed.

#### Sanitation First Need

The guidance given to the newly appointed medical officers of health by the Poor Law Commission's Report and the Acts of Parliament which arose from it was that it was imperative, if mankind was to continue to live in thickly populated communities, that the sanitary conditions of the towns should be drastically improved. Sanitation was, indeed, the watchword of the public health service during the second half of the nineteenth century; and during the fifty years following the appointment of the first medical officer in the large towns, growing larger and increasing in population every decade, were gradually cleaned up.

Sewers and drains were laid; water, often brought from considerable distances, was supplied to each house; the streets were paved and arrangements for collecting refuse were carefully organised. These measures, especially for water supply and sewage disposal, involved great engineering works, and it was many years before the larger towns had provided satisfactory sanitary arrangements for all the streets and houses within their boundaries.

The Public Health Act, 1848 (superseded years later, by the Public Health Act, 1875), was, therefore, in its ultimate results, one of the most important Acts ever passed by Parliament. But an Act of Parliament is so much waste paper if it is not administered, and it



# Years' War and Disease

the growth of a service that has  
at many diseases, halved the death  
added 30 years to average life.

**M.D., M.Sc., D.P.H.**  
of Hygiene, University of Liverpool.

much to the credit of the central government  
and of the local authorities of those days that  
such energetic steps were taken, once the need  
was known and made manifest, to improve  
the sanitary conditions under which the vast  
majority of the working-class population was  
living. It was not without immense difficulty  
that Chadwick and some of the other sanitary  
reformers, like Southwood Smith, were able  
to establish the principle that the health of the  
community was a responsibility both of the  
central government and the local authorities;  
and even when this principle was all but univer-  
sally accepted, the administrative machine was  
for many years very imperfectly adapted for  
its purpose.

## Creating the Service

Until 1848, there was no administrative  
machinery for supervising the newly created  
public health service. In that year, the Public  
Health Act established a central department  
called the General Board of Health under a  
resident who was not a member of Parliament  
and who was not, therefore, in a position to  
defend the actions of the board when they were  
criticised, as they inevitably were, in the House  
of Commons. The General Board of Health,  
of which Chadwick was a Commissioner from  
1848 to 1854, lasted until 1858, when its duties  
and responsibilities were placed under the  
petting wing of the Privy Council. It was  
not until 1871 that the supervisory duties of  
the government in relation to public health  
were placed on a permanent and relatively  
satisfactory footing by the creation of the Local  
Government Board. This department, highly  
interested in the Poor Law, continued until  
1919, when it was replaced by the Ministry of  
Health—a title which adequately reflects the  
relative importance of its varied functions.

During this period, local government was  
not forgotten. In 1888, Mr. Ritchie's Local  
Government Act created county councils and  
county borough councils as administrative  
units; the Municipal Corporations Act, 1882,  
laid down the functions of the municipal  
boroughs, and the Local Government Act,  
1894, did the same for parishes and rural and  
urban districts.

With the dawn of the twentieth century, certain  
of the problems which appeared almost insoluble  
in Chadwick's and Duncan's day had been  
relegated to the status of questions of routine  
administration, needing only planning and  
expenditure to deal with them. The sanitary  
conditions of all the towns had improved almost  
beyond belief and, as a consequence, mortality  
rates had greatly declined. In particular,  
infantile mortality rates were little more than  
half of what they had been during the earlier  
parts of the nineteenth century.



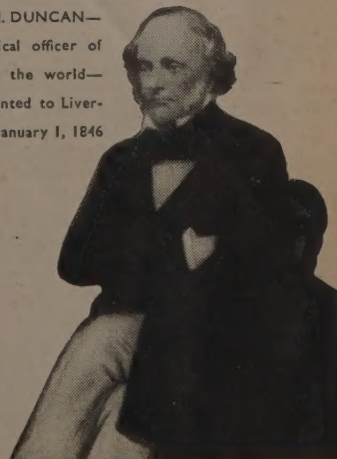
Dr. Farr, of the Registrar-General's Office,  
discussing infantile mortality rates for the  
years 1839-46, with especial reference to  
Liverpool, contrasts the effects upon mortality  
of life in the large towns: "So unfavourable  
to infant life are the insanitary conditions of  
large towns—especially Liverpool—that not  
only is the mortality at some months of age  
twice as high as it is in the healthy districts,  
but at seven months of age and upwards it is  
three times as high."

Nevertheless, even in the years 1900 and  
onwards, the infantile mortality rate was unduly  
high in almost all towns of any size in this  
country, and, up to then, very little constructive  
action had been taken to deal with the problem  
of prevention, which was eminently capable of  
solution. Moreover, arrangements for the care of  
the expectant mother, attended as she often was  
by untrained midwives of the Sairey Gamp type,  
were, at the beginning of the twentieth century,  
hopelessly unsatisfactory. It was then, in fact,  
time for a new orientation of thought in regard  
to the public health. The sanitary ideal was able  
to take the community so far but no farther.  
To save life and to improve the health condi-  
tions of the community, new principles had  
to be evolved and, after acceptance, had to be  
brought into relationship with the daily life  
of the people. The environment was relatively  
satisfactory—except for housing—but neither  
the government nor the local authorities then

displayed any interest in the welfare of the  
individual in sickness or in health.

Few persons interested in public health,  
surveying the national scene at the close of the  
Boer War, would have had the foresight to  
envisage the great developments which were to  
take place during the next twenty years, not

**DR. W. H. DUNCAN—**  
first medical officer of  
health in the world—  
was appointed to Liver-  
pool on January 1, 1846





only in public health, but also in social welfare.

The close of a war is always a time of social ferment when new and even revolutionary ideas take root and develop. But many of the ideas and principles of modern public health and social welfare were conceived during the period between the end of the Boer War and the outbreak of the first World War, when the nation was prosperous and unemployment low and when, too, there was no such impelling urge towards progress and reform as there was during the times of the cholera epidemics. The far-seeing men and women who developed the maternity and child welfare service, the school medical service, the national health insurance system, and old age pensions and unemployment insurance, were just as great pioneers and reformers as were Chadwick and Simon, but the stimulus which moved them, coming from within, was more purely philanthropic.

The care of the mother and the infant, in its early stages a conception of voluntary rather than official effort, has been one of the most

### WE ARE BEATING THESE DISEASES

Of every 5,000 living in London, there died from:

**TUBERCULOSIS (ALL FORMS)**

1847	+++++ +++++ +++++ +++++ +++++ +++++
1889	+++++ +++++ +++++ +
1945	+++++

### Of every 10,000 living in London, there died from:

**SCARLET FEVER, WHOOPING COUGH AND MEASLES**

1847	+++++ +++++ +++++ +++++ +++++ +++++ +
1889	+++++ +++++ +++++
1945	+

### Of every 50,000 living in London, there died from:

**DIPHTHERIA**

1847	+++++ +++++
1889	+++++ +++++ +++++ +++++ +++++ +++++
1945	+

### SMALL POX

1847	+++++ +++++ +++++ +++++ +++++ +++++ +
1889	+
1945	

successful of the personal health services, and is still developing. Measures for safeguarding the health of the infant have succeeded in reducing the infantile mortality rate in the large towns from 150 per 1,000 births in the fifties and sixties of last century to a figure of 40 today, and, apart from mortality, have added greatly to the general healthiness of the younger members of the population. Today, the maternity and child welfare service is mainly administered by local authorities, with some assistance from voluntary societies. It provides much hospital accommodation, antenatal, postnatal and child welfare clinics, and a service of municipal midwives.

The standard of health of the younger members of the community has also, during the past forty years, been much influenced for good by the activities of the school medical service, which, commencing as a system of medical inspection in the schools under the Public Health (Administrative Provisions) Act in 1907, today provides free medical and dental treatment to all children attending schools maintained by local education authorities.

In contradistinction to the maternity and child welfare service and the school health service, which are associated with specific age groups of the community, the tuberculosis, venereal diseases, and cancer services are based

on the principle of making special arrangements for providing treatment for particular diseases which, to some extent because of their social or economic implications, are especially capable of being dealt with by administrative methods.

The last great step in the evolution of the public health services before the outbreak of war in 1939 was the break-up of the old administrative system of the Poor Law (not the Poor Law itself) by the passing of the Local Government Act, 1929. It will be remembered that the parish, responsible for the care of the poor since Elizabethan times, had been replaced by the Poor Law Unions under the Poor Law Amendment Act in 1834 and that the Boards of Guardians set up under this Act had, during the course of the nineteenth century, built up a system of hospitals and institutions which, besides dealing with the indigent poor, had provided much of the medical treatment needed by the community.

Under the 1929 Act, the Poor Law hospitals and institutions, as well as other services, were transferred to the councils of counties and county boroughs, and thereby the major local authorities acquired for the first time a complete system of hospitals, the general and special hospitals of the Guardians being added to the sanatoria and fever hospitals already in the possession of these local authorities. During the nine years between 1930 and the outbreak of the war, much fine work was done by many of the larger authorities in improving the equipment and staffing of the transferred hospitals and in assimilating them into the general framework of their health services.

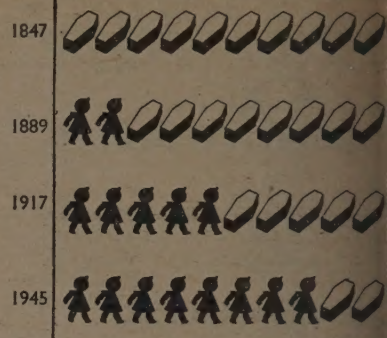
### Staff of One—to 6,500!

What I have written above is a general and necessarily brief account of the progress of the public health service since it was initiated in such a modest way by the appointment of Dr. Duncan as medical officer of health of Liverpool just a hundred years ago. As one indication of the progress made since then, it may be of interest to note that for two or three years Duncan was the only member of the staff of the Liverpool Public Health Department; today the Department, developed out of all knowledge in that period, employs 6,500 persons of all grades, including doctors, nurses, clerks, and technicians.

The public health service, basically a preventive medicine service, developed on the side of curative medicine with the rise of the personal health services, and still more was the tendency shown with the transfer of the Guardians' hospitals to the major local authorities in 1930. Today, after the end of the last war, the pendulum is definitely swinging in the opposite direction, and the National Health Service Act proposes to transfer all local authority

### INFANT LIFE SAVED!

Out of every ten babies who would have DIED before their fourth birthday had they been born in 1847 there SURVIVED in later years:



hospitals, including also sanatoria and fever hospitals, to specially created regional hospital boards, which will be independent of local authorities though comprising a minority of their representatives. Most of the curative services will, therefore, soon be lost to local authorities which will, however, retain sanitation, including the supervision of food supplies, maternity and child welfare (but not maternity accommodation in hospitals), and the school health service, and will be charged with additional responsibility for the building and running of health centres and the provision of home nursing.

The history of the public health service, briefly sketched in this article, has been one of steady progress towards the ideal of providing an environment in which each member of the community, physically and mentally, will be able to realise during life all the potentialities of which he or she is capable. Physical and mental health are conditioned by many factors which are beyond the influence of the public health service. Economic housing, education, and the social system itself all play a significant part in determining the well-being of the citizen. Modern governments in this country are aware that the health and well-being of the individuals comprising the community depend upon a number of inter-related factors and are planning the services for the future on the basis of an advance on many fronts. The fact that housing, education, nutrition, and social security are being considered in relationship to the future of public health and the medical services is a plain indication of the distance we have travelled in our consideration of the problems affecting the welfare of the citizen during the past hundred years.

### Celebrate the Centenary in Your Town!

This year's Centenary of the public health service provides an admirable opportunity for branch public relations committees to suggest, sponsor, or themselves organise and run, local celebrations which will inform the citizens of the services provided for them, stress the benefits obtained, and stimulate popular interest in their future development and improvement.

Headquarters is doing all it can to initiate celebrations on a national scale. But it is with his local services that the citizen is primarily concerned, and the publicising of these must be a local enterprise, to be undertaken by local authorities, by branches, or by both in association. Here are some suggestions:

- A health exhibition, showing in action all the manifold enterprises and activities, official and unofficial, involved in the maintenance and betterment of public health, illustrating their history and plans;
- A Pageant of Health, in which will participate all interested local organisations;
- "Open Days" at all local hospitals, clinics, sanatoria, health centres, and

similar institutions, on which the citizens and the newspapers would be invited to see for themselves how the services work;

- Lectures, brains trusts, debates, quizzes and talks to groups of all kinds on health topics and displays of health films;
- Special classes, talks, demonstrations and visits for schoolchildren;
- Widespread circulation to newspapers of articles and illustrated features;
- Publication of special booklets, brightly written and illustrated, on the services;
- Special health services in all churches, to be attended by representatives of local authorities, groups, and organisations concerned with health.

All or most of these activities might be concentrated in a local health week, or spread over the year. The opportunities are virtually unlimited and no branch is too small to do something. We shall be glad to hear of, and report, plans and ideas.



# What Have Company Branches in Common with the Rest?

By a Special Representative

Are there any major differences between the aims and structure of the new branches formed by the staffs of public utility undertakings and the traditional local government branches of NALGO? In an attempt to answer this question, I recently attended the annual general meetings of Northmet—first and biggest of the new company branches—and of Croydon branch, formed 35 years ago, and today one of the most active and flourishing in the Association. My impressions are summarised below.

I FOUND many striking similarities and few differences. The "company" and the traditional NALGO branch have most identical problems of domestic organisation and finance and similar perplexities in building up working relationships between branch and management—whether the general manager and board of directors, or the town clerk and council. Both have to stimulate members' interest, and experience the same difficulties in obtaining clear-cut directions from their members by a straight vote at the annual meeting. Recruitment of more members, the drive for fuller staff educational programmes, the formation or revival of the sports club, and a hundred and one other activities provide a common background. The biggest difference, indeed, was that which must be apparent between any new branch and any old one. Like every new branch, "Northmet" is faced with teething troubles—the struggle for recognition, the need to ensure that promises are carried out, the unification of conditions throughout departments, and so on. The old branch has passed through these stages—but it still has a few worries. There should thus be a strong sense of sympathy between the two, for, what one has achieved, the other is on its way to achieve—and probably in a shorter time.

## Enthusiasm and Support

The two annual general meetings threw into relief the striking similarity between the two kinds of branches. Each has a membership round the thousand mark, each obtained attendance of between 60 and 70 per cent of members, with an equally high proportion of women, and each showed a high level of enthusiasm and support. Both meetings were well organised, and if the atmosphere of Northmet's meeting was more earnest and businesslike, with its battery of stenographers catching everything you say will be taken down in evidence against you!), Croydon's platform display (say it with flowers!) behind which appeared the V.I.P.s each identified by an indicator card, created an impression of mellowness born of long experience. Indeed, if to caution against complacency, the principal address to Croydon was made by A. S. YOUNG, chairman of the N.E.C., on the history of Whitleyism. At the Northmet meeting, on the other hand, the focus of interest was on the urgent establishment of such machinery, and when TOM KERSHAW, Metropolitan district officer, spoke of the statement of Claim NALGO has made to the electricity companies (summarised in an adjoining column) and the relationships between the Association and the E.P.E.A., he was heard in a silence of rapt attention.

Domestically, both branch discussions followed similar lines. Northmet debated whether the number of area representatives to the executive committee should be reduced from three to two—and decided on three. Croydon discussed whether voting papers for the election of its executive should be invalidated if members who did not personally know all the candidates standing failed to vote for the full number—and decided that they should not.

Financially, both branch treasurers presented objection-free accounts, and, if Northmet's could proudly claim no subscription arrears, Croydon's skilfully avoided any mention of the subject and stood unchallenged.

It would be unfair to compare their annual reports. Northmet's ran to six octavo printed pages, whilst Croydon's—a speciality of that branch—covered fifty, all closely duplicated. Both meetings devoted about the same time to commenting upon and approving their substance. Whereas Croydon, now well established, had a branch organisation capable of undertaking a wide range of activities—service conditions, cultural, and social—Northmet has wisely concentrated in its inaugural nine months on laying sound foundations. Like Croydon, Northmet has been quick to realise the value of a magazine circulating in its area of 650 square miles. *Current*

## NALGO'S CLAIMS FOR UTILITY OFFICERS Immediate Charter Conditions and Talks on Whitleyism Demanded

NALGO is losing no time in staking its claims on behalf of members in the new public utility branches. Last month it invited six big London electricity companies and the great Edmundson's group to state, within a month, whether they would be prepared to:

Participate in a conference to discuss Whitley machinery for company electricity undertakings;

Negotiate with the Association on a claim to standardise, with effect from the first of this month, conditions and salaries of certain employees not already covered by a Whitley Council, on terms not less favourable than those enjoyed by local government officers under their national Charter and without prejudice to those employees whose standards are at present higher.

The employees concerned are the administrative, professional, technical, and clerical staffs—including showroom staffs and demonstrators—whose basic salaries, excluding bonus, are not more than £700 a year, and who are not specifically covered by existing Whitley machinery.

The companies to whom this claim has been sent are:

Central London Electricity, County of London Electric Supply and associated companies, Edmundson's Electricity Corporation and associated companies, London Electric Supply Corporation, London Power, Metropolitan Electric Supply and associated companies, and Northmet Power.

Each has been supplied with copies of the local government Charter, with amendments and interpretations and the Association's observations that:

Basic salaries under the Charter are subject to the addition of "war bonus," and "weighting" for those employed within the Metropolitan Police district;

Notwithstanding the fact that the National Whitley council has so far conceded the principle only in the A.P.T. and miscellaneous divisions, the Association's policy is "equal pay for equal work" irrespective of sex;

News received as much unsolicited and spontaneous appreciation as *Calling Croydon*.

Both meetings had one controversial resolution before them to which sturdy amendments were proposed and which brought many speakers to their feet. Important decisions had to be made on service conditions, and the executives, feeling the onus of making them to be too heavy, asked for clear direction. But in neither instance was the result overwhelmingly conclusive.

Undoubtedly, public utility and local government branches have much in common.

## Roots in NALGO Soil

I was interested to learn that both CLIFFORD BARON, chairman of Northmet branch, and A.W. CALE, chairman of London Power branch, began their careers in Local Government. Mr. Baron joined the Burnley electricity department in 1919, becoming a member of the NALGO branch executive, and then moved in turn to Bingley, Bedford, Portsmouth, and Wolverhampton without losing a day's membership. Mr. Cale began in Worcestershire's education department and was elected branch secretary for 1912 and 1913 before taking a commission in the Army in 1915 and resigning his appointment.

Recruitment of junior staff, particularly in the Greater London area at the rates of pay laid down in the general division of the Charter is proving difficult, and an early review of those rates may prove necessary; and

The scale of annual leave laid down in clause 11 of the Charter is considered to be inadequate, and the Association is seeking a material improvement in it.

The Association's statement of claim points out that the interests of practically the whole of the municipal electricity staffs within the ambit of the National Joint Council for Local Authorities' Administrative, Professional, Technical, and Clerical Services and a considerable number of employees on similar grades under company control are represented by NALGO.

## Staffs of 123 Companies Join the Association

ANOTHER 41 public utility companies are this month added to the list of 82 whose staffs have joined existing, or formed new, branches of NALGO. They are:

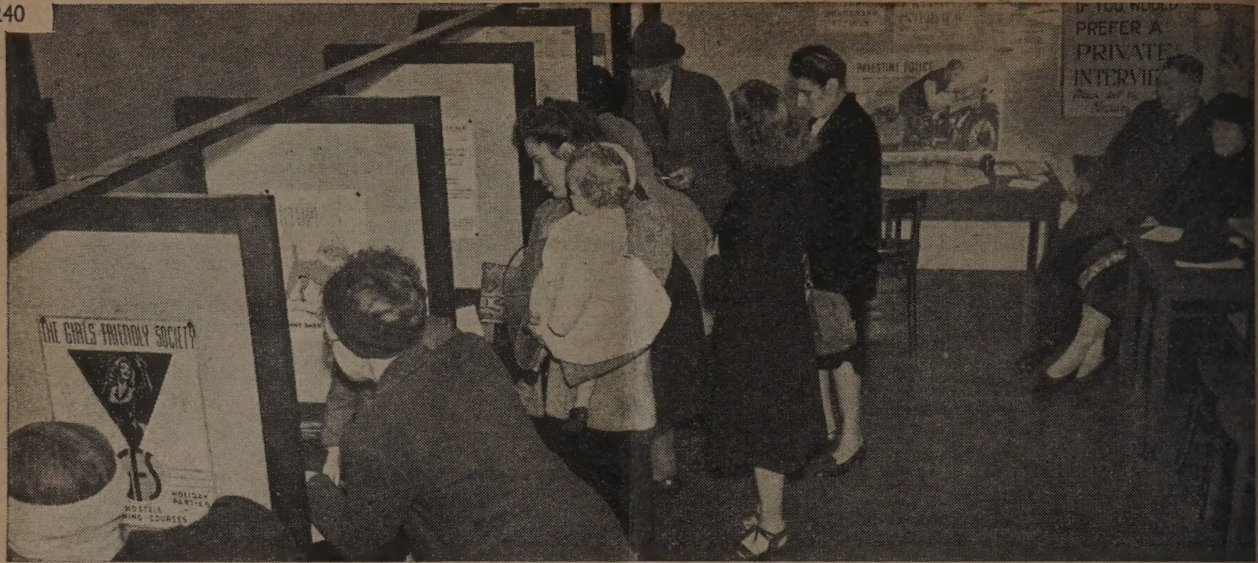
ELECTRICITY—Isle of Thanet Electricity Supply (Broadstairs and Margate), Kent Electric Power, North Wales Power, Paignton Electric Light and Power, St. Austell Electricity, West Gloucestershire Power, Windermere and district Electricity and Yale Electricity companies.

GAS—Aspatia Gas Light, Banbury Gas, Basingstoke Gas, Bridgwater Gas, Brixham Gas, Chester United Gas, Dorchester Gas and Coke, Fleetwood Gas, Fowey Gas, Glastonbury and district Gas, Hayle Gas, Helston Gas, Ilfracombe Gas, Keswick Gas, Launceston Gas, Liskeard Gas, Looe Gas, March Gas, Oswestry Gas Light and Coke, Penzance Gas, Plymouth and Stonehouse Gas, St. Austell Gas, Shaftesbury, Gillingham and district Gas, Town and Aberdovey Gas, and Truro Gas companies.

WATER—Chatham and district Water, Sevenoaks Waterworks, Sunderland and South Shields Water, and Truro Water companies.

OTHER COMPANIES—Canterbury Gas and Water, Lowestoft Gas and Water, Mid-Southern Utility, and Wisbech Lighting and Water companies.





## This Information Centre Solves the Problems of over 6,000 Citizens a Month

With a permanent staff of 45—12 working on information alone and 33 on housing advice—a central bureau and three sub-bureaux, Nottingham's Information and Advice Centre, opened less than a year ago, is today the biggest in Britain, solving more than 6,000 personal problems a month. Here is a new local government service of enormous significance. How it works, what it does, and what it hopes to do is here told by

**A. G. QUIN, Information and Accommodation Officer, Nottingham**

**E**VERY day, two hundred men and women of all ages, classes, and types visit Nottingham Information and Advice Bureau. Each one has a problem: it may be only a minor problem, but on its speedy solution may depend the comfort and well-being of the inquirer and his or her continued value to the community.

Sometimes it is a simple question about utility furniture: but the man who has to spend some hours to find out how to obtain the appropriate dockets could be better employed in more productive effort. Often, the problem is a domestic one, affecting not only material comfort but personal happiness. Forty per cent of the inquiries handled by the Bureau are personal and domestic, and reveal a growing need in local government for a new social service to demonstrate to the citizen that the local authority is his and will help him to solve his problems.

### "Underlying Cause"

This need was in the minds of the members of Nottingham city council when, early in 1946, the Citizens' Advice Bureau closed down and the council decided to set up a municipal information service. Some members felt that there was a distinction between information about local government and advice on personal problems, and that a local authority was less fitted than an unofficial organisation to provide sympathetic and practical assistance to the citizen in some domestic trouble. Others felt that the underlying cause of many personal problems lay in some activity of local or central government: that bad housing, for example, was often responsible for matrimonial difficulties, and that bad home conditions were a prime cause of juvenile delinquency: and that the local authority was qualified to give advice

on personal problems, in respect of many of which it would ultimately have to provide practical assistance. This view triumphed—and the fact that, out of 5,219 inquirers in October, 1,919 brought their personal problems to the Bureau, has since demonstrated its truth. Our experience has shown that a local authority, by its facilities and contacts and, above all, by sympathy, practical assistance, and the cutting of red tape, can provide an advice service which meets the social needs of the citizen.

### The I.O.'s Brief

Nottingham appointed its Information Officer in March, 1946, with instructions to give information and advice on all problems, to maintain a two-way contact between the public and statutory and voluntary organisations, and to organise a housing advice centre, where practical assistance can be given during the housing shortage. Later, it is hoped to appoint public relations committees to represent to the council the views of every section of the community.

The Information and Advice Bureau was opened in June, and is near the council house and the local authority offices. Bright paint, good lighting, and comfortable furniture have been used to make an old building attractive. Displays, posters, and the distribution of bulletins, guides and handbooks, and pamphlets on local activities provide a visual answer to routine inquiries, especially from the visitor to the city. The Bureau is divided into six sections, ensuring some privacy to each interview, while those with personal problems are encouraged to ask for a confidential interview with a specially trained officer.

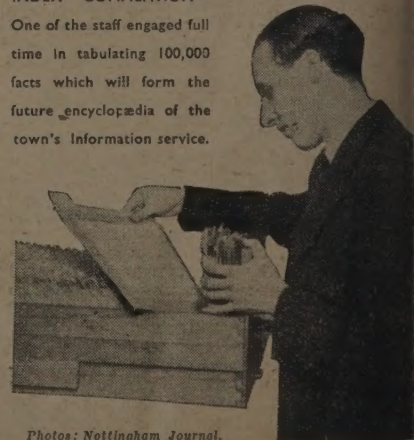
The Bureau is manned for fifty-six hours each week by a minimum staff of four, each selected for tact and understanding, and

qualified or partially qualified in a specialised sphere of social work. Two similarly qualified officers give extra help at busy times, and are also responsible for case work and welfare visiting. Behind the scenes, a staff of five has been busy for four months compiling an index of information, which, when it reaches the estimated total of 100,000 items, will be the encyclopædia of the information service. An administrative staff of five replies to fifty letters daily from all parts of the British Isles and from overseas, and deals with the correspondence arising from day-to-day inquiries in the Bureau.

Nottingham's Information Officer aims to be not only a source of information but a guide and a friend: his object is to see that every inquirer goes away feeling that he has had practical assistance in his difficulty. If it is necessary to refer the inquirer to another organisation, an appointment is made for him by telephone. The municipal emergency accommodation department is in the same building, and is immediately available for housing cases. Accommodation and general administrative assistance is given to other organisations, such as Northern Command Legal Aid Section, which can give specialised

### INDEX COMPILATION—

One of the staff engaged full time in tabulating 100,000 facts which will form the future encyclopædia of the town's Information service.



Photos: Nottingham Journal.



vice to particular sections of the community. The Bureau helps with road safety propaganda, home crafts, marriage guidance, and the control of furnished lettings.

It is the staff's proud boast that, while they cannot solve every problem on the spot, they can and do answer every question, however unusual. The woman who wanted to know if she could take coals to Newcastle had a dubious reception—but when it was realised that she really wanted to remove her domestic ration, the answer was available. A request for detailed information about the make-up of the R.A.F. standard had more than one Squadron Leader on the floor with a new measure. The young ex-soldier who wanted to become a racing motorist is now, it is hoped, on his way to fame.

### Unrushing Red Tape

But behind the lighter side are real social ills—and often a hint of tragedy. The mother whose wife was seriously ill in Dublin could have been unable to get to her bedside without the help of an assistant information officer, who, within an hour, arranged for the immediate issue of a sailing ticket and for the purchase of savings certificates. Two pensioners of eighty would have gone on living in satisfactory rooms and on inadequate means had the information officer not obtained the help of local statutory and voluntary organisations. An SOS to a government department cut the red tape which had delayed which needed financial assistance to the mother of four young children.

Nor is it only the citizen who has benefited from the service. The council's committees and departments all make good use of a service which, by the nature of its work, learns to know the public's needs. The information officer is thus a two-way link between the council and its citizens. As part of that two-way link, the co-operation of the public has been gained in the "Share your Homes" appeal, social surveys of selected areas of the city have been carried out, and information on housing needs, cremation, community centres, and furnished lettings has been passed to the appropriate departments.

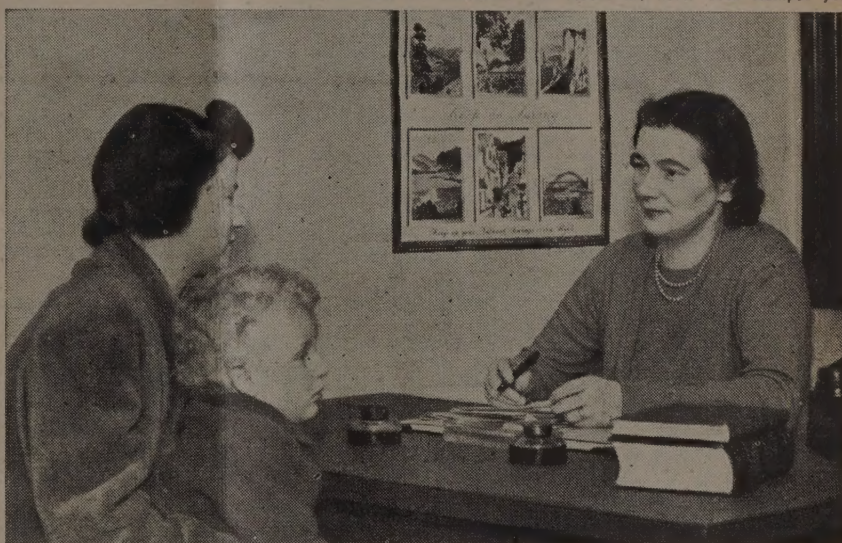
### Demand Is Growing

Questions on housing, social insurance, supplies and rationing, health, and employment account for half the total number of inquiries, which have increased from 4,000 in August to nearly 6,000 in November; and with increasing complexity of social legislation, the demand for information and advice is likely to grow. Nottingham plans to meet the demand and to develop in every possible way a close co-operation between the local authority and the citizen. To meet the needs of the infirm, the aged, and mothers with domestic ties, who cannot easily get to the central bureau, three part-time sub-bureaux have been opened in community centres in outlying areas of the city, and others will be opened wherever there is a need for information and advice. In addition, mobile bureaux will be used at special gatherings or in cases of emergency, and the help of the professions will be sought on the setting up of specialised advisory panels.

There may be times when "ignorance is bliss," but ignorance on the part of the citizen of the facilities provided to meet his real needs can involve not only discomfort but actual misery. It is a moral duty of every local authority to ensure not only that provision is made for every need of the community, but that every man, woman, and child is made aware of the provision that has been made for his or her needs, and of the rights and obligations that are theirs as citizens of the community in which they live. Happily, there are signs today that local authorities are beginning to realise this duty.



COUNTER INQUIRY—Between semi-private partitions, citizens' questions of all kinds are answered. The bureau has never been stumped yet.



CONFIDENTIAL CHAT—Some things cannot be discussed across a counter. Personal problems are talked over privately with trained officers.



CONFERENCE OF STAFF—The Information Officer and his assistants meet daily to compare notes and discuss questions asked and answers given.



# MUCH COWSLIP WINES AND DINES



IN the dear, dead days not yet beyond recall one of my perennial burdens was the branch Annual Dinner. By early June an unrelenting succession of raffles, socials—each separately incurring a loss but by some mathematical impossibility producing a combined profit—sales of work, and plain unvarnished begging wiped out most of the deficit on the previous year's dinner. The rest came from branch funds, suitably disguised as administrative charges. Almost licking their lips in anticipation, the branch executive would turn enthusiastically to organising the next December orgy.

Every year, Postlebury pleaded for a less lavish entertainment restricted to a scale on which income might reasonably be expected to approach within hailing distance of expenditure. Every year, Blatherpatch scoffed at his "petty boojwah" mentality and, on the score that the proletariats were as much entitled to "bask among the fleshpots" as any of the "bloated and bibulous aristocracy," advocated menus and hospitality on a reckless scale. Strangely enough, Blatherpatch usually insisted on inviting dozens of Hons., Rt. Hons., and Peers.

The Clerk, always at his best in reconciling extremes, usually agreed with Postlebury that this year the function must be organised on a modest scale, consistent with estimated income. To spend branch funds "subscribed, be it remembered, by our colleagues and entrusted to our care" was "indefensible." He was quite sincere in this, doubtless because he regarded every pound diverted from branch funds as one less on which to exercise his personal magnetism as honorary treasurer. The honorarium he awarded himself each year related directly to the surplus available, so he had a close interest in curtailing expenditure.

On the other hand, while not despising kind hearts and simple faith, he shared Blatherpatch's preference for coronets and Norman blood. As he pointed out, one of the objects of our dinner was to advertise our importance, and the Press could not be induced to photograph kind hearts, despite their rarity, whereas a photograph of the Clerk chatting affably with the Earl of Azwigo was admirable publicity for the branch. (A photograph of Blatherpatch or myself doing the same was a regrettable error of judgment by the photographer.)

Thus the Clerk invariably supported Blatherpatch's demands for invitations to be sent to numerous noblemen. Most of them refused, as did Generalissimo Stalin and M. Nanette—sorry, M. Molotov. We invited them this year, to demonstrate our strict neutrality in the class war. It also improved our preliminary notices—"Among those in-

vited are Generalissimo Stalin, etc., etc. Nothing could more clearly demonstrate the high reputation our Clerk enjoys, etc., etc." Admirable publicity!—for the branch, of course!

When I say "we" invited, I am exaggerating my own part in tonight's affair, at which I was merely an unpublished guest. Let me be generous and say it was as brilliant a function as any of its forerunners which I myself had arranged.

The menu was in keeping with such exalted company. By the childish device of arranging two dinners—one from 7 p.m. to 8 p.m. and the other from 8.5 p.m. to 9.5 p.m.—and inviting each guest to both, we were able to serve six courses. The guests had to troop out of the hall at 8 p.m., walk round the building, and re-enter in order to comply strictly with the regulations, but everyone, particularly Lord Justice Wottis, thought it a most comical idea. Knowing all about the wheat glut in America, we had no compunction whatever in giving away rolls in the street to our guests, for use with their soup when they got inside. One or two of the really poor guests—those paying 19s. 6d. in the £ income tax—were obviously hungry and surreptitiously nibbled their rolls in the cloakroom before dinner. This we pretended not to notice.

Cigars were distributed to the top table,

## at random

### Chief Officer Calling?

Film magnate Louis Mayer, during a contract feud with one of his stars, yelled at his secretary: "Get him on the telephone and clean these papers off my desk so I can pound it."—*Pittsburgh Post*.

### Yank's-Eye View of England

A typical English village—one-horse burg to you—consists of several cottages, a universal store, four churches or chapels, and eight public houses. In Scotland, Wales, and Ireland the number of churches and public houses is reversed, but the beer is stronger. A town is characterised by a High Street, which is the joint property of Lyons, the Co-operative Stores, Woolworths, Marks and Spencers, the Fifty Shilling Tailors, and Stinkenstein's Abominable All-One-Price Gowns for Cretinous Women. Really self-respecting towns are two or three miles away from the railway station and have no taxis. A town attains to the dignity of a city when it has a mammoth departmental store with a fake Jacobean oak tea-room, a central square fronted by the town hall on one side and a public convenience on the other, a Home for Fallen Women, or, alternatively, a public park with geraniums, and, last but not least, a standing committee for doing away with the city in its entirety and rebuilding it on a different plan.—*From "The Case of the Eighteenth Ostrich,"* by Colin Curzon.

### The Acid Test

Reading the cookbook  
Every day,  
Pond'ring on blancmange  
And glacé,  
Mayonnaise,  
Lyonnaise,  
And soufflé;  
Tasty,  
Tempting,  
True Cordon Bleu—  
What's for dinner?  
Steau.

—Laura Calvert.



and far too many taken—a severe blow to estimates. Woodbines in State Express caskets circulated at the other tables, but those handing them round were wide-awake and many a paying guest had his finger trapped by the lid for trying to take two.

The speech of the evening was undoubtedly that by Lord Blethering-Blandly, a member of the Cabinet, whose contribution had been eagerly awaited. Rising somewhat unsteadily, he announced that it had been "a bloom of good do," called for "three cheers for Ernie Bevin," kissed the Clerk affectionately and collapsed under the table. Though unorthodox it was considered to be more informative than most Cabinet pronouncements.

I remember seeing Presson, alcoholic reverting to his R.A.F. days, seated astride a chair with two siphons balanced on the back, from which he fired short bursts at jewelled butterfly surmounting Councillor Mr. Gauche's elaborate coiffure. It was most regrettable, particularly since she was chairman of his planning sub-committee, but his wayward hair and her maternal instinct soon restored good relations.

I remember seeing the Clerk make out cheque and persuade the chairman of the finance committee to endorse it. Both had crooked stockings on by then, and it was for such a fantastic sum that even he would hesitate to present it tomorrow when sober.

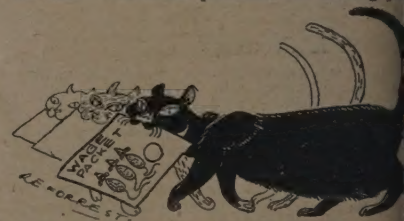
The last thing I do remember is singing "Britons never, never, never will be slaves." Such sentiments being only explicable by complete loss of control, especially as singing in licensed premises is contrary to the regulations, I decided I must be absurdly drunk, and followed the railings home.

Good Lord! How my head aches!

## by "hyperion"

### Cats' Charter

G.P.O. record room has found the original minute authorising the addition of three cats to the staff. This is the precedent for feeding po-



office cats from official funds. Dated 1868, reads:

"Three cats may be allowed on probation. They must undergo a test examination. It is important that the cats be not overfed, and cannot allow more than 1s. a week for their support. They must depend on mice for the remainder of their emoluments."

### Council Strong Man

The council instructed the burgh factor to lay the paths at 9 and 10, Roberts Street, (raised by Councillor Kinnear).—*Extract from council minutes.*

### Short Story

A city clerk, whose wages had never exceeded four pounds ten shillings a week, was retiring at the age of 65 because, as rumour went, he had £5,000 put by. His fellow clerks gave him a dinner. In thanking them he said:

"You've all heard, friends, how it is I am about to retire. I dare say you wonder how I've managed it, for you all know what my pay has been. Friends, I owe it in great part to my abstemious and thrifty habits. Even more, I owe it to the carefulness and good management of my dear wife. But still more I owe it to the fact that last month ago an aunt of mine died and left me four thousand nine hundred and fifty-seven pounds."—*Told by the late John Hilton and quoted in Edna Nixon's biography of him.*



# nalgo diary — by "abingdon"

## Building Society Interest Rates Up : A Tribute from the T.U.C.

NEW Year resolution that will put some thousands of pounds into the pockets of members of the NALGO Building Society that of the Society's committee of management which has decided to increase forthwith 2½ per cent the 2 per cent rate of interest the Society's shares.

Since all interest paid by the Society is free of tax to investors, the gross yield to those liable for the full standard rate of income tax will be raised from £3 12s. 9d. to £4 1s. 10d. per cent. The change will not affect the rate of interest charged by the Society to members buying their homes. This was reduced last January from 3½ per cent (another New Year resolution)—lowest rate charged by any building society in the country.

Non-members need not feel left out in the cold : management committee has provided a new facility for investment open to both non-members and members alike—special 2 per cent deposits, from which withdrawals are subject to at least 12 months' notice.

Existing deposits at 1½ per cent are unaffected.

### T.C. Not Anti-NALGO

This extract from the speech by Mr. George Trevelyan, Minister of Labour and National Insurance, and himself chairman of the Trades Union Congress in 1944-45 during the recent debate in Parliament on the "closed shop," is of interest to branches whose local authorities tend to look askance at NALGO since it is not affiliated to the T.U.C.

"The hon. and learned member for the Combined English Universities . . . talked about unions not affiliated to the T.U.C. not being worthy of recognition, or something of the sort. There is an excellent example to refute that. One of the best of the professional trade unions in this country is the National Association of Local Government Officers . . . NALGO is not affiliated to the Trades Union Congress, and will not become affiliated. It does not want to be affiliated, but it works in the closest possible harmony with the T.U.C. It is on one of the committees dealing with matters connected with local government service. I merely say that to show that there is no feeling in the T.U.C. against it."

### Library's Sincerest Form ?

We know that NALGO provides many things for its members, ranging from Swiss holidays in coloured blazers, from legal aid to Christmas cards. It was not surprising, therefore, to read a three-page printed folder which reached me the other day that "NALGO definitely kills books."

Branch executives, at the close of a meeting A.G.M., will doubtless agree that "the flow of NALGO promotes the flow of saliva" ; members aggrieved over an unfair grading may subscribe to the claim that "NALGO promptly killed" will immediately protect and soothe" ; local authorities support the view that "NALGO is powerful yet non-poisonous" ; the advice : "use NALGO, lose your breath and keep your friends" assuredly points for the popularity of the Association's members at every social function. But I was puzzled by the recommendation to "clean your mouth with NALGO!"—until I discovered that this NALGO was sold in a bottle, by a Manchester firm !

### Book Work

On November 14, Loughborough branch appointed R. CORDIN, town clerk's department, as public relations officer. On November 26, Cordin had produced, published, and circulated the branch's first magazine—and had their number out by Christmas !

### Relic-Spirited Newspaper

Newspapers do not usually arrange local government exhibitions, but the "Shrewsbury Chronicle" has begun a series. The first, held in Dawley Town Hall, and displaying the NALGO screens with much local material, particularly housing and local history, had a constant stream of visitors. In the course of a month's tour of the county, the exhibition has also visited Wellington, Congeston, Shifnal, Bridgnorth, Madeley, and Abbridge, and everywhere, the editor of the "Shrewsbury Chronicle" tells me, it has been a most outstanding success.

### Exhibition Bookings

January bookings of the local government exhibition have been made by Melton Mowbray (6), Buckinghamshire (18—Feb. 4), and Croydon (25 to Feb. 8), and February bookings by Sleaford (6), Felixstowe (15), and Eastleigh (23).



The permanent photographic record of Hull branch's local government exhibition, held last February, being presented by E. B. Harrison, branch chairman, to Councillor H. Harrison, Lord Mayor of the city, 1945-46.

### Your Council in Pictures

PICTORIAL Press, enterprising Fleet Street picture agency, is touring the country photographing local authorities in action. Councils visited already are Birmingham, Brighton, Bury St. Edmunds, Cambridge, Great Yarmouth, Hull, Huntingdon, Leicester, Northampton, and Portsmouth. Those to be covered by the end of the month are Southampton, Stoke-on-Trent, Derby, Coventry, Sheffield, Bradford, Worcester, and

## my bookshelf — by edward kay

### Worcester's Economy : Village Youth : The Lighter Side

A CIVIC survey for planning Worcester (*County Town*, Murray, 21s.) differs from most of its fellows in that it emphasises the economic rather than the physical aspect of town planning. Professor SARGANT FLORENCE and his fellow authors propose that Worcester should expand those economic activities which circumstance had brought into being. Worcester is first the market town for a large rural area, secondly a manufacturing town—gloves, sauces, metals, and so on—for the vast Birmingham conurbation and, thirdly, an attractive resort. Let Worcester accept what happy chance or economic Providence has brought it, and its future is assured on lines more generous than, but not dissimilar from, those of the past.

That section of the survey that struck me as most original was that on retail distribution. The description of the existing provision, the analysis of the reasons why something more is needed, and an intricate description of that something more provide a first-rate example of applied economics.

### For Social Workers

Nuffield College has done a useful thing in publishing at 2s. 6d. (through Oxford University Press) two papers on *Training for Social Work* by Professor T. H. MARSHALL and Dr. CHARLOTTE LEUBUSCHER. The former discusses the basic principles which should be taught to those beginning a career in social service, while the latter deals with university social training, its history, present state, and prospects. Weighty, but practical.

### Citizenship Through Team Work.

Training young people as citizens cannot be done exclusively in home or school, and it is no less essential in the village than in the great city.

A serviceable little handbook on the subject is EDITH M. CLARK'S *Youth and the Village Club* (Nelson, 5s.) written from experience of how, even in the most isolated parts, boys and girls may be got together, may themselves create club premises out of old barns, may learn useful crafts in the process, and acquire some of the arts of citizenship—only another name for team work—as they paint, carpenter, wire for electricity, decorate, and furnish.

### It Makes a Change

No doubt my readers sometimes wish—as I do—that there could be some relief from the didactic

Salford, with many more later. The pictures—all excellent—will provide historical records, and, if well used, much more attractive annual reports, while many local newspapers would welcome them.

### Congratulations to . . .

J. J. BARKER, chief audit clerk, Birkenhead, secretary Birkenhead Municipal Officers' Guild before it linked with NALGO, a member of the branch since its formation, and chairman for many years, on his retirement after 55 years' service.

HOWARD GRAY, deputy education officer, York, one-time member of the branch executive, on his retirement after 50 years' service.

D. R. PHILLIPS, organiser of Hastings' post raid services, war-time co-ordinator of the anti-invasion plans of the military, civil defence and local authorities in the area, and chairman of the branch for the last 12 years, on his induction as branch president.

C. VICKERS, secretary of Rotherham branch for 10 years, and assistant secretary for 12, on his election as vice-president.

E. M. HUTCHINSON, assistant county treasurer, Surrey, and in office from 1938 to 1945 as branch treasurer, chairman, and president, on his appointment as secretary to the National Foundation for Adult Education.

D. R. WOODMAN, town clerk's department, Ealing, and one-time Willesden branch representative to the Metropolitan district committee, on his appointment as chief clerk to the Institute of Public Administration in succession to Miss G. KEMBALL, retiring after 25 years' service.

E. C. R. CHINN, for 15 years secretary of Huddersfield branch, chairman of the Yorkshire district service conditions, reconstruction, and sports committees, and a member of the provincial council and its appeals committee, retiring from the branch secretaryship.

tone of the books I review. This month we are lucky, for we have *Ambrosia by Request*, a new anthology by C. KENT WRIGHT (Allen & Unwin, 2s. 6d.). Mingling gaiety and wisdom in becoming proportions, it will serve equally as a bedside book, a New Year gift, or a source book for after-dinner speeches.

A novel, too, brightens my table. It is by DOREEN IDLE, a former member of NALGO's public relations staff, whose *War Over West Ham* is one of the most memorable studies of the blitz. *Leaving the World* (Sampson Low, 8s. 6d.) will not be Miss Idle's last novel. It is a study of the psychological development of a girl with literary and artistic tastes from schooldays to maturity. Verse and prose compositions woven into the story illustrate her developing literary capacity. There is too much introspection and too little narrative for it to be a popular choice, but it is a notable contribution to serious fiction.

### General Secretary's Book

The first edition of *The English Local Government System* (7s. 6d.) by JOHN H. WARREN, general secretary, NALGO, first of Allen & Unwin's "Town and County Hall" series, was sold out a week after publication, but a second impression is now available. Members unable to obtain copies through local booksellers may do so from Headquarters, price 8s. post free.

### HOUSE EXCHANGE SERVICE

ACTON.—Small, self-contained flat with two rooms, kit., and bathroom, for house or flat in LEEDS.—Coley, The Chantry, Thaxted, Essex.

BLACKBURN.—2 bed. council house for rented house within 15 miles of WAKEFIELD.—Parkinson, 195, Brownhill Drive, Blackburn.

EXETER.—Mod., semi-det., 3-bed. house with garage for accommodation near SEVENOAKS.—Atkins, 2, Cobden Road, Sevenoaks, Kent.

NORTHAMPTON.—Mod., semi-det., 3-bed. house on bus route for similar house in or near WORTHING.—Wray, 19, Bushland Rd., Northampton.

WAKEFIELD.—2-recep., kit., 3-bed. house with bathroom and garage for similar house in LYTHAM ST. ANNES.—Bowring, 24, Eden Ave., Dewsbury Rd., Wakefield.

WESTCLIFF-ON-SEA.—5-room, self-contained flat, one min. from the station for flat, bungalow, or house near PRESTON or LANCASTER.—Milway, 2, Valkyrie Rd., Westcliff-on-Sea, Essex.



# Demand 50% Bonus—and Strike if it is Refused!

*THAT THE CHARTER has benefited only those in the General Division, and that NALGO should become more aggressive, demand an increase in the bonus of 50% on all salaries, and be prepared to strike if it is refused, is the burden of this letter, to which this month's prize of 10s. 6d. is awarded. Award of the prize does not, of course, imply that the Editor agrees with the views put forward, but merely that he considers the letter raises an important point and puts it cogently.*

NOW that the tumult and the shouting have died, let us see what we have gained from the Charter. Beyond the establishment of a national minimum wage for the lowest-paid grade and universal conditions of service, there appears to be nothing.

The main need of all of us these days is MORE MONEY. As Mr. Newman pointed out in the November journal, those in the General Division get approximately 64 per cent in the provinces and 42 per cent in London above 1939 maxima—increases which bear reasonable comparison with the 63 per cent increase of the national wage level. But for all in higher grades, the Charter has, in the main, meant no increase, since local authorities have merely translated previous scales into the nearest corresponding Charter grades. In other words, they have got little more above 1939 salary than the £60 cost-of-living bonus, while living in a world in which prices are such that they can support a general increase of 63 per cent in wages.

"Also Vigilant II," in the December journal, suggests that NALGO has been weak in its bargaining, and your footnotes to correspondents' letters do seem to confirm this suggestion: "The carry-over was part of the price demanded by the employers"; "the staff side did its utmost to get a better scale, but on this point the employers were adamant"; "the staff side tried to get a higher salary at 21, but the employers refused." The staff side appears to have done most of the yielding.

Supposing we had stuck to our demands, what would have happened? Arbitration? We have every moral right to ask for increases at least equal to the 63 per cent rise in the general wage level. Our employers have to pay more for all the other commodities they buy and the houses they are going to build. Why should we alone be kept down almost to 1939 levels?

In your reply to "Also Vigilant II," you ask: "Is he prepared to strike? And, more important, are his colleagues?" Well, are they? Why not ask all members and find out, instead of apparently assuming that they are not? There would be plenty of support from returned Service members. During the years we have been away, we have been hearing of rising wages and rising costs. We have continued to pay our dues to our union and left it to safeguard our interests. When we come back, we find that our union has got us a princely £60 a year as a "cost-of-living" bonus.

We are told that the bonus question will soon be reopened. How much are we going to ask? And what are we going to do if we fail to get it? Shall we apathetically sit back and say, "Thank you" for what our employers choose to give us? I consider that the bonus should be made a percentage of basic salary, not a lump sum, and that we are entitled to ask for 50 per cent, as the L.C.C. Staff Association is now doing. I hope that, at the same time, London weighting will be considered. The present £20 or £30 barely covers the cost of fares and lunches, and £50 would not be over-generous.

In the meantime, let us have more results from our press officers. I cannot recall having seen more than a couple of paragraphs in the

past twelve months in the national press on the welfare of the local government officer. Let us start pointing out to the ratepayers now what our demands are and why we make them.

Let our representatives on the National Joint Council take a firm stand against their opposite numbers, and let us give them the confidence that they deserve and assure them that the full weight of the membership is behind them, to the extent of a strike if necessary.

"SQUARE DEAL."

## EQUAL PAY—WHAT NEXT?

### Absence a Threat to Men

IN your November editorial, you make eight points on the report of the Royal Commission on Equal Pay. My comments on them are:

1. NALGO members will derive satisfaction from the Commission's finding that equal pay could

## READERS' FORUM

Once again, we regret that we have space for only a fraction of the letters received, and that those published have all been drastically condensed. Letters for the February journal must reach the Editor, 24, Abingdon Street, London, S.W.1, by Friday, January 17.

be applied without difficulty to civil service, local government, and teaching, if not to commerce and industry. It would be most unwise for us to draw any satisfaction from this, since, if it led to the adoption of equal pay in these services only, our womenfolk would find that they had achieved nothing except to alienate themselves from their colleagues in other trade unions.

2. Would equal pay create injustice between an unmarried woman and a married man with a family to support on the same earnings? If there is such injustice, it already exists between an unmarried man and a married man with a family. The Charter makes no allowance for extra commitments, whether in respect of invalid husband, aged parents, or wife and children; and this point, I suggest, is irrelevant.

3. Would equal pay reduce the standard of living of men generally below that of women? Since this arises out of point 2, it is equally irrelevant.

4. Would equal pay tend to increase the number of pin-money girls at the expense of men for whom local government must provide a lifelong career? "Pin-money girl" implies someone who does not need to work for her living and whose attitude to her job is unlikely to be what we expect of a local government officer. If any such "get by," we have only ourselves to blame.

5. Would equal pay be likely to make the age of marriage later, and thus reduce the birth-rate still further? This implies that a woman's main job and purpose in life is to serve as a breeding machine—a doctrine in opposition to which, among other things, we have just fought six years of total war.

6. Would equal pay, by increasing the total cost of salaries, lead to a general reduction of salary standards or to a slowing down of their improvement? Does this arise? The discussions on the Charter occupied a long time, during which we were sustained by the belief that we were legislating for many years to come.

7. Would equal pay encourage local authorities to prefer men for most jobs and thus reduce the avenues of employment and promotion for women? Most employers are out to get the best they can for their money, and it would be up to the women to prove their capabilities.

8. NALGO adopted the equal pay policy mainly on emotional grounds, because it satisfied the ambitions of women and the sense of justice of men. I repudiate this. Far from being emotional, the adoption of the policy is exceptionally cold-blooded, for so long as women can be employed more cheaply than men to do the same work, their employment is a constant threat to our standard of living.

I, for one, shall be glad when women stand on their own feet—for then they will get off mine. Information Bureau, J. N. SIMS. St. Leonards-on-Sea.

## Further Inquiry Futile

IN 1918 a Royal Commission on Equal Pay came to similar conclusions as those contained in the recent Majority report. Since then,

a generation of women has toiled for inferior pay, and has been kept to the lower grades of employment, frustrated in its efforts to achieve equality—yet you blandly advocate "delaying tactics" before effect is given to the policy and argue that it is better to continue the real injustice to women than to impose any injustice, however hypothetical, on men.

What are the obstacles to equal pay? A suggestion that a single woman would be financially over her married male colleague is generally assumed fallacy—which, once again, belittles women. Far from supporting his wife, a married man receives services from her, in return for her keep, for which a single woman (or man) must pay heavily. A wife is housekeeper, cook, valet, sewing-maid, washer-woman and char. Family allowances, developing welfare services, and the extension of free education are increasingly lightening the financial burden of parenthood. In any case a man, single or married, with one child or with ten, gets the rate for his particular job.

Logic, that oft-claimed masculine prerogative seems sadly lacking in two conflicting statements: that equal pay might lead (a) to later marriage, and (b) to the non-employment of women (thus, surely, driving women into early marriage). The Royal Commission can make such contradictory assertions proves the futility of NALGO appointing its own Commission. Only by putting equal pay into effect can its results be learned.

If, as you suggest, NALGO did accept the call for equal pay on emotional grounds, as a battle cry, and as a sop to women, without consideration of its effects and implication, then it is irresponsible and guilty of chicanery but I do not believe it.

You hasten to assure readers that you are expressing purely personal opinion. When we are within an ace of achieving the "rate for the job," I protest most strongly against so influential a platform as the editorial being used for the expression of such opinions—flatly contradicting Conference and N.E.C. policy. It has been said that a country's fate is decided by the status of its women. After centuries of struggle the next great step towards full citizenship for women about to be taken. Let "L.G.S." do all in its power to achieve that step. No spanners in the works!

ERICA K. HODSON.

77, Doncaster Road,  
Marton, Blackpool.

## "Would Recoil Upon Them"

THE day when women achieve "Equal Pay" will be a bad one for them. I have had seven sad years with women assistants. Sixteen male clerks left our office to join the Forces and all told, I have had sixty different "temporaries," mostly women, to help four men hold the work down. Of these, three were exceptionally good, about six were good but very, very "tired," and the remainder just waited for Friday! Some were so dumb they thought that the Mayor of Epsom was a stone ginger for the Oaks!

Don't think that I am a woman hater. Give me a deep chestedifier, a dim light, a lovely girl and can I go to town! But equal pay—over my dead body! If I had to choose between a man and a woman for an important position offering the same salary, I should choose the man every time. And I am prepared to take odds that the most business men share my opinion. A victory for the women's claim would act like a boomerang and they would rue the day they forced the hand of NALGO.

I am having an easier time now. So far, dozen of my boys have returned to their desks. God bless 'em.

FERDINAND THE BULL.

## "CLOSED SHOP" POLICY

### A Challenge to Freedom?

I WAS astonished to hear that NALGO had decided to support the "Closed Shop" policy (although in its less extreme form).

We are so used to infringements of freedom that, apparently, we regard even this challenge to the right to work and live with apathy. For the sake of a few paltry subscriptions, the union will take into membership people who are not in sympathy—probably definitely antipathetic—who can do far more harm from inside than the could ever achieve from outside.

If there is an advantage to be gained from the



ly, it is an unfair advantage. There is no real distinction between the tough who holds up with a pistol and the gentleman who says, "No, I don't want all your money—only half subscription—otherwise you and your family will starve." For God's sake, NALGO, confine ourselves to begging and borrowing. **Architect's Dept., H. K. G. EVENDEN.** Southsea.

### Dangerous Doctrine

THE requirement that the employees of a firm or local authority should be members of a union cuts across the traditional principle that trade unions are voluntary bodies independent of external control, by State or employer, and by requiring membership of the union as a condition of employment, and making expulsion from the union equivalent to vocational death (the principle is the same even when a choice of coercion, the grant of which to any body out of supervision by the State, or at least by courts, is questionable).

It denies the value of trade unions to employed and employer, or the anomalous position of the non-union worker, but if unions are imposed by compulsion to persuasion, they may find they introduce into unionism a new principle which they themselves might not welcome. **R. J. BARNES.**

### Conscripts" Not Wanted

HAVE we to gain by increasing our numbers only with unwilling members? Are we to be ruled by union officials and be told our views are? Presumably the alternative is that my employers must terminate my employment, if I refuse to stay a member of such mob. Let us keep an Association which will strengthen from freedom and not from conscripts. **D. WADEY.** Foredown Drive, Portslade.

### Non-Union Jackals"

THE trade unions' struggle to maintain the interests and protect the rights of the workers, non-unionist is an enemy, to whom those who talk loosely of liberty would grant the freedom to enjoy the fruits of victory hard-won generations of trade-union activity. Let those who talk of "a limitation of the liberty of action of the employee" and "an outrage upon the non-union spirit" be sure what they are talking about! Let them remember that, if the non-unionist exercises his freedom to remain outside union, he must, by the same rule, exercise parallel freedom of refusal to accept any benefits obtained by union endeavour.

THE jackal behaviour of the non-unionist, prepared to accept union benefits is not outrage to human spirit, what is?

**DONALD STUART CLAPSON.** Caversham Road, Kingston-upon-Thames.

### Clean-Collar Snobbery"

AM puzzled by the opposition of some members to the "closed shop." We have suffered poor conditions in the past because of our prejudices. Lack of unity. Why should any man or woman in the service be left free to remain out of trade union? The "old school tie" and class snobbery are far too evident among clean-collar workers. It is time that some of us made up our minds to be manly, instead of walking about with snarling newspapers under our arms, imagining we, because of our calling, should have a rent outlook upon life. No professional man gets a living today unless he is in some protective agency. Local authorities must be deterred by the fact that they have employees who are pulling in different directions. **"CANDID."**

### TEMPORARIES' CASE

THANKS TO NALGO must have been a shock for temporary officers to read the claim, in your footnote to the "Tempus Fugit" in the November issue, that they had "not been overlooked" in Charter negotiations, were all to get Charter conditions at once and Charter salaries (October, 1947 (with NALGO pressing for an increase before then), and that many were already getting Charter salaries.

THANKS are due to NALGO if a few are to get paid Charter salaries. I was under the impression that the services of temporaries, if practicable, to be dispensed with on and after October, 1947. In the circumstances I

sincerely trust that time will indeed fly for "Tempus Fugit" and others who may eventually be granted permanent staff status. Meanwhile, many are "enjoying" service conditions which are considerably inferior to those prevailing before April 1, 1946.

THE temporary officer appears to be classed as a different and inferior species compared with his permanent staff colleague. Some people have the audacity to state that he is inferior in ability to the established officer, despite the fact that almost invariably he has more business experience and nearly as much local government experience as the majority of returning ex-Service men. Furthermore, quite a number of temporaries served either in this or the 1914-1918 war. Unfortunately, now that it is too late (they depended on NALGO) they realise that they should have insisted on equal pay and conditions as a condition of employment.

Why is it that the replies given to the complaints of temporary officers are so misleading and irrelevant? Or need they ask?

Finally, will those who love to trot out percentage comparisons between the war-time wage and salary awards please remember that labourers, skilled craftsmen, etc., were grossly underpaid before the war!

**5, Shrublands Close, F. R. BUCHANAN** Chelmsford.

### WHENCE THE ADMINISTRATORS?

#### Value of Qualification

IN the controversy over the examination bar and the qualifications of the administrator, it is not time someone stressed the fact that local government service is not merely the means by which a man may obtain for himself a good salary and a pension, but is primarily a service for the good of the local community? And from whom can we expect the better service—the qualified man or the unqualified man (granted each has the same experience, often merely a matter of time and opportunity)? Clearly, the qualified man. Once this is recognised, the examination bar should encourage all keen officers to strive for qualification—which should lead us to the ideal of a band of experts at the service of the community.

And in this "band of experts," who is to be the administrator? Obviously, again, a qualified man—but I should say one who is qualified academically rather than technically. Technicians will be his counsellors and advisers, but he, after his years of disinterested and specialised study of the strivings of mankind towards goodness, truth, and beauty, and his "exploration and contemplation of the real world," seems to me the best equipped to co-ordinate and direct with unbiased mind the team-work of his technical colleagues. It may then be that man will "achieve salvation and have surcease from misery when philosophers are kings and kings are philosophers."

**Wandsworth. FRANK M. HUDSON.**

### Ex-Warrior's Plight

ALTHOUGH "Disillusioned Ex-Serviceman," whose protest at the examination bar you published in December, may have been over-pessimistic, most who served for the maximum period in the Forces will agree with him. My case was similar—I was unable to avail myself of any educational facilities at home or overseas, and I am now ineligible for any financial assistance in studying to make up six years' leeway because I am not a "distressed" person—this notwithstanding the fact that I am worse off than before the war, am unable to regain possession of my house, and am likely to spend most of my gratuity in the attempt to do so. Is it any wonder that ex-Servicemen become "disillusioned" and feel that they have genuine grounds for complaint, despite their attempts to reorientate their lives and remain

**"OPTIMISTIC"**

### A Daunting Prospect!

THE examination scheme is becoming more complicated every month. The Charter laid down a number of recognised examinations. Now the new Examinations Board is going to draw up a further scheme, including, presumably, an examination of its own devising. How will this new promotion examination compare with the regular examinations, and what guarantee, or even hope, is there that any examination will be a passport to promotion? The common practice in the past of qualified officers being passed over in favour of less-qualified or non-qualified officers appears to continue in spite of the Charter.

The situation will be further complicated if Mr. Newman's suggestions are taken up. He believes that "novel methods" are needed to select the

sound administrator, and one correspondent, suggests a local government "WOSB."

All this bodes ill for the officer of today, and still more the officer of tomorrow. Not only will he need to be master of his job and to spend time and money preparing for and passing examinations to prove his mastery, but after all that he may be thwarted in his efforts to secure a £15 rise or an A.P.T. grading because his reflex responses are a trifle tardy, or because he is a duffer at acrostics!

**W. P.**

### ENDING NURSING SHORTAGE

#### Simple Training the Key?

WHY is there a shortage of nurses? Should there be such a designation as assistant nurse? What is the solution?

Under the present system, the curriculum for nurses seeking state registration is almost equivalent to the training of a doctor, despite the fact that the treatment of sickness has changed greatly in the past twenty years, thanks to modern science. Is it really necessary for a nurse to have to pass such examinations as exist today, taking a period of three years or more?

A new system is required, providing for two years' training for all nursing recruits to obtain state registration, which would leave the nurse to her nursing and the doctor to diagnosis and ordering of treatment. A nurse who then does not wish to specialise could continue her duties in either an acute or chronic hospital. Alternatively, after the completion of this period, a nurse who so desired could continue her studies in any or all of the branches dealing with the nursing of cases of maternity and fever, and courses for the health visitor, children's nurse, and the tutor's diploma of nursing. Those who continued their studies thus far would provide the source of the future sisters, assistant matrons, and matrons. Such a scheme as the above would produce an increased supply of trained nurses, who would have discarded the needless part of their present training, and would permit the abolition of the invidious term "assistant nurse."

**Municipal Hospital, W. COPLEY**  
Canterbury.

### "COMPANY" OFFICERS

#### Gratitude to NALGO

NEW and enthusiastic "company" members of NALGO will have been overjoyed to read in the November journal your promise to do something about the present anomalies in pay and conditions between the municipal electricity departments and the power companies.

The staffs of the power companies are sincere in their thanks for the invitation to join your Association, particularly since power companies have looked with much disfavour at even the suggestion that any member of their staff should join a union.

**"FLOREAT RUGBÆA"**

### A Problem of Status

IT seems to be a practice in some local government offices for certain members of the staff to be addressed by their surname without prefix, while others are given the "Mr." and would be indignant if addressed in any other way.

Is it to be assumed that the former are inferior beings? It would be interesting to know the opinion of NALGO.

**"EAST SUSSEX"**

### National Central Library

SEVERAL times recently you have stated that text-books are available from the Central Library for Students. Some years ago this library was renamed the National Central Library; in addition, there are Regional Library Bureaux to deal with requests for books from libraries within the region. Under this scheme the resources of all public libraries in England and Wales are available to all willing to pay postage on the books required. Brush up your local government!

**Newport, Mon. R. D. CARTWRIGHT.**

*We are duly chastened—and grateful.*

### Awards for Veterans

MR. A. W. WATSON is incorrect in saying that the Imperial Service Medal is awarded to civil servants of all grades with the requisite service. Clerical and administrative grades are not eligible. They are eligible for the Imperial Service Order, which is limited to 250 members of the home civil service.

**EX-CIVIL SERVANT.**



## CHANCELLOR GRANTS HIGHER PENSIONS CLAIM

THE Chancellor of the Exchequer has responded quickly and handsomely to the appeal made to him by a deputation from the T.U.C. Local Government Advisory Committee, upon which NALGO was represented, in September, for a general raising of the increases in rates for local government pensioners authorised in the Pensions (Increase) Act, 1944, and the raising of the income limits.

The Pensions (Increase) Bill, presented to Parliament on November 28, gives the Association practically all it sought in this connection, as the following tables show:

### Married Pensioner with Dependant

1944 Act	NALGO Claim	1946 Bill
Pension Increase	Pension Increase	Pension Increase
Up to £100 30%	Up to £100 40%	Up to £100 40%
£100-£200 25%	£100-£200 30%	£100-£200 30%
£200-£300 20%	£200-£350 22½%	£200-£390 26%
Over £300 nil	£350-£450 10%	£390-£450 Pension raised to £450

### Unmarried Pensioner Without Dependant

1944 Act	NALGO Claim	1946 Bill
Pension Increase	Pension Increase	Pension Increase
Up to £75 30%	Up to £75 40%	Up to £75 40%
£75-£150 25%	£75-£150 30%	£75-£150 30%
£150-£225 20%	£150-£250 22½%	£200-£305 26%
Over £225 nil	£250-£350 10%	£305-£350 Pension raised to £450

As will be seen, the Chancellor has granted the claim in full in respect of married pensioners with dependants whose pensions are below £200, and of unmarried pensioners with dependants whose pensions are below £150. Above these figures he has substituted what amounts to a sliding scale increase for the percentage increases the Association asked. For the married pensioner this ranges from 30 per cent to 15 per cent (where we asked for a level 22½ per cent.) in the £200-£390 group, and from 15 per cent. to nil (where we asked for a level 10 per cent.) in the £390-£450 group and for the unmarried pensioner the percentage ranges are similar in the £150-£305 and £305-£350 groups respectively.

The claim that local government pensioners under the 1922 Superannuation Act should be brought within the provisions of section 2 of the 1944 Act (which applies to certain categories of civil servants who retired after February 21, 1922) has been rejected.

No increase of pension will be paid to officers whose pensions (including compensation allowances) are determined by reference to a rate of emoluments received on or after April 1, 1947, or over a period of service (e.g. the 5-year period under the 1937 Superannuation Act) beginning on or after April 1, 1946. This, presumably, is because such pensions will reflect the higher salaries provided under the Charter: its effect will be that officers who retire on or after April 1, 1951, will be ineligible for the increase in pension

authorised by the Act. For officers who retire on superannuation between April 1, 1946, and April 1, 1951, the increase authorised by the Bill will be reduced by one fifth for each year of service completed since April 1, 1946.

NALGO's suggestion that the 1944 Act should be extended to public bodies such as the Port of London Authority has been met to some extent by the Bill authorising the Treasury to make regulations empowering such bodies to pay the increases specified.

Another provision empowers a local authority



"Keep your personal feelings out of this!"

to make such reduction in the amount of any increase payable to an old-age pensioner as may be necessary to secure that he shall receive the greatest possible amount in respect of the increase and his non-contributory old-age pension taken together. This is designed to overcome the anomaly that some old-age pensioners have suffered a reduction in total income after receiving a pension increase under the 1944 Act because that increase brought their income to a level which rendered the pensioner ineligible for any further payment of non-contributory old age pension.

General approval of the Bill was expressed at a meeting of the T.U.C. Advisory Committee on December 11.

## Retrospective Pay Increases Permissible—Within Financial Year

LOCAL authorities which have adopted or decide to adopt the Charter at any time within the current financial year are unlikely to find the district auditor questioning the grant of salary increases retrospectively to April 1, 1946, the date on which it came into force. This assurance has been given to NALGO by the Minister of Health.

The question arose some weeks ago, when another local government periodical, in answer to a question, expressed the opinion that "there is nothing in the scheme to suggest that it can be adopted after April 1, 1946, to operate retrospectively, and it would appear . . . that it cannot be brought into operation earlier than the date of adoption."

NALGO immediately challenged this view, but, to make quite sure, approached the Minister of Health. In his reply, the Minister wrote:

"Auditors have not been alert to challenge an increase of salary or wages for the current financial year, even though the anniversary of the particular official's beginning his service fell later than April 1. This is particularly true in the case of payments by local authorities implementing an agreement or award in respect of a period going back to the beginning of the financial year during which the agreement or award takes effect where

the agreement or award provides for such retrospective application.

"While difficulties may possibly arise where a local authority adopt the national scheme after the end of the present financial year and seek to apply it earlier than the beginning of the financial year in which they adopt it, or apply the scheme to employees who had left their service before the adoption of the scheme, the Minister does not anticipate that any difficulty is likely to arise where a local authority adopt the scheme prior to April 1, 1947, and apply it retrospectively from April 1, 1946, or from some later date, to employees who remain in their service at the date when they adopt the scheme . . .

"The Minister does not, therefore, consider that any question of his giving a general sanction need arise. If, however, any payment made by a local authority in giving effect to the national scheme (and charged in accounts subject to district audit) is considered by the auditor to be open to objection on legal grounds, it will be open to him to afford the local authority an opportunity of applying during the audit for sanction under the proviso to subsection (1) of section 228 of the Local Government Act, 1933. Any such application would be favourably considered."

## CHARTER PROGRESS

### Now Adopted By 1,300 Local Authorities

OF the 1,530 local authorities in England and Wales, 1,300 had adopted the Charter December 13. This is an improvement of 24 the figure published last month. Ninety-two other authorities have also come into line, making a total of 1,392. The local authorities concerned fall into the following groups:

57 of the	62 county councils.
80 of the	83 county boroughs.
25 of the	29 metropolitan boroughs.
258 of the	309 non-county boroughs.
479 of the	572 urban districts.
401 of the	475 rural districts.

1,300 1,530

Additions to the last published list are:  
COUNTY COUNCIL—Denbighshire.  
COUNTY BOROUGH—Bournemouth.  
NON-COUNTY BOROUGH—Sandwich, Woking, Worthington.

URBAN DISTRICTS—Arnold, Barton, Humber, Chertsey, Holsworth, Kenilworth, Leiston-cum-Sizewell, Llandudno, Oundle, Parnham, Penmaenmawr, Seaford, Shipley.

RURAL DISTRICTS—Bakewell, Barnack, Northallerton, Penrith, Tendring.

OTHER AUTHORITIES—Mansfield and District Joint Planning Committee, River Nidd Catchment Board, Rother and Jury's Gut Catchment Board, and Wirral Joint Hospital Board.

## South-Eastern Leads With 100 Per Cent Adoption

FIRST district to secure 100 per cent adoption of the Charter is South-Eastern, in which every one of the 102 local authorities is now applying the Charter in full.

The district's record is a remarkable one. In the past four years its membership has increased from 5,167 to approximately 9,000, the number of branches from 43 to 70, and the number of local joint committees from ten to 30. One of the 102 local authorities is now a member of the provincial council, is paying a bonus and is observing other Whitley Council conditions—compared with 24, 58 and 100 respectively in 1943.

## Scheme Applies to Drainage Boards

OFFICERS employed by drainage boards will be interested to learn that, according to high legal authority, drainage boards formed under the Land Drainage Act, 1930, are "public or local authorities" within the meaning of Article 7 of the Conditions of Employment of National Arbitration Order, 1940 and that, consequently, the terms and conditions set out in the National Charter apply to them, notwithstanding the fact that drainage boards are not directly represented upon the National Whitley Council.

The same legal authority adds that the Charter represents "recognised terms and conditions of employment" as defined in the order and that, in consequence, drainage boards are required to observe them. Failure of a drainage board to do so would render it liable to proceedings before the National Arbitration Tribunal which it would be most difficult to resist.

## Who Gives the Orders? New B.B.C. Talks Series

"POWER," the B.B.C.'s forthcoming series of weekly discussion talks, beginning January 20, though rather vague in both scope and purpose, should be of interest to NALGO listeners. To answer such questions as "Who now in the saddle riding mankind, who makes the decisions, who gives the orders?" it will bring to the microphone historians, politicians, industrialists, economists, philosophers, poets, a leaders in national and local government.

While much of the discussion may seem remote from local government, every aspect should have its local application: and the talks should, therefore, be useful for discussion groups, formed among or by local government officers who themselves provide the local application of each topic raised.



# Charter Amendments on Overtime, Holidays, and Allowances

MODEL rules for a local joint committee and a further list of amendments to interpretations of the National Charter have been approved and circulated by the National Whitley Council. The amendments interpretations are as follows:

**Para 10: Overtime**—All overtime, except as provided in paragraph 10 (d) (which states that a time of less than one hour on any one day shall not rank for overtime payment) should be aggregated over each week, and only completed hours paid for.

**Para 11: Annual leave**—The annual leave of employees shall be in accordance with the following scale:

Month of Entry	Completed months of service by March 31, 1947	Leave entitlement for year ending March 31, 1947
January	more than 12	full
April	12	full
May	11	11/12ths
June	10	10/12ths
July	9	9/12ths
August	8	8/12ths
September	7	7/12ths
October	6	6/12ths
November	5	5/12ths
December	4	4/12ths
1947		
January	3	3/12ths
February	2	2/12ths
March	1	1/12th

Leave can be taken within six months of the month of entry.

Officers who leave the local government service shall be allowed one-twelfth of their leave entitlement for each completed month of service in the current leave year.

The annual leave applicable to the Miscellaneous Division, Grade I, is 18 working days.

**Para 19: Subsistence Allowances and Travelling Expenses**—The sections of this paragraph dealing with personal allowances are to be amended as follows:

Allowances when the officer is travelling in performance of the normal and routine duties is not and is prevented by such travel from cooking and/or taking meals at home:

	s.	d.
(i) Bed and breakfast .. .. .	15	0
(ii) Lunch .. .. .	4	0
(iii) Tea .. .. .	2	6
(iv) Dinner .. .. .	6	0

The foregoing meal allowances shall apply to an officer after normal hours and beyond salary limit for the payment of overtime.

(c) Allowances when travelling in the performance of occasional or exceptional duties involving continuous absence for not less than eight hours from the normal seat of duty or place of residence:

(i) First day and subsequent days—£1 1s.

(ii) First night and subsequent nights—15s.

**Para 21: Salary Scales**—Posts occupied by women officers which are appropriately graded within the Miscellaneous Division shall carry the grade salaries.

The post of an officer with emoluments, such as the use of a free house, etc., should be graded according to the particular duties and responsibilities, and the value of the emoluments deducted from the salary from time to time applicable under the grade. Provided that this interpretation shall not apply to masters and non-nursing matrons of public assistance institutions and such other categories of hospital and institution officers whose remuneration may be prescribed by the National Council in the future.

## Model Rules for Local Joint Committees

The approved model rules for a local joint committee are as follows:

### I—CONSTITUTION AND FUNCTIONS

**1. Title.** The Committee shall be called the "..... Council and Staff Joint Committee" hereinafter called the "Local Joint Committee."

**2. Representation.** The local joint committee shall comprise ..... members of the ..... local authority to be appointed annually by the local authority and an equal number of officers of the local authority to be appointed by the staff organisations represented on the ..... provincial council in proportion to the number of such officers in membership of each organisation, provided that where the number of members of any one organisation is insufficient to qualify such organisation to appoint a representative, it may combine with one or more organisations for this purpose. The members shall retire annually and shall be eligible for re-appointment.

If a member of the local joint committee ceases to be a member or officer of the local authority he shall thereupon cease to be a member of the local joint committee; any vacancy shall be filled by the local authority, the organisation, or the combination of organisations concerned.

**3. Chairman.** A chairman and a vice-chairman shall be appointed by the local joint committee at their first meeting in each year. If the chairman appointed be a member of the local authority,

the vice-chairman shall be appointed from the staff side, and vice-versa. The chairman of a meeting shall not have a casting vote.

**4. Officers.** The local joint committee shall appoint a secretary and other necessary officers.

**5. Functions.** The functions of the local joint committee shall be:

(a) to establish regular methods of negotiation between the local authority and its officers in order to prevent differences and to adjust them should they arise; always provided that no question of individual discipline, promotion, or efficiency shall be within the scope of the joint committee;

(b) to consider any relevant matter referred to it by a committee of the local authority, or by any of the staff organisations;

(c) to make recommendations to the appropriate committee as to the application of the terms and conditions of service and the education and training of local government officers employed by the authority;

(d) to discharge such other functions specifically assigned to the local joint committee;

(e) the local joint committee may refer any question coming before them for consideration by and the advice of the appropriate provincial council and shall inform the provincial council of any recommendation of the local joint committee which appears to the local joint committee to be of more than local interest, always provided that such a recommendation shall be approved by the local authority prior to its submission to the provincial council;

(f) provided that there shall be excepted from the foregoing functions any matters which, pursuant to paragraph 39 of the Scheme of Conditions of Service, shall be referred to the provincial council.

### II—RULES AND REGULATIONS

**1.** The local joint committee shall meet as and when required but not less than quarterly. The chairman or vice-chairman may direct the secretary to call a meeting at any time. A meeting shall be called within seven days of the receipt of a requisition signed by not less than one-third of the members of either side. The matters to be discussed at any meeting of the local joint committee shall be stated upon the notice summoning the meeting, provided that any other business may be considered if admitted by a majority vote of those present at such meeting.

**2.** The quorum of the local joint committee shall be ..... representatives of each side.

**3.** No resolution shall be regarded as carried unless it has been approved by a majority of the members present on each side of the local joint committee, and in the event (a) of the local joint committee being unable to arrive at an agreement, or (b) the local authority disagreeing with the recommendations of the local joint committee, the matters in dispute shall, in accordance with the constitution of the ..... provincial council, be referred to that council.

**4.** The proceedings of any meeting of the local joint committee shall be reported to the appropriate committee or direct to the local authority as may be determined locally, but before submission the report shall be signed by the chairman and vice-chairman of the local joint committee.

**5.** The local joint committee shall not arrive at any agreement which conflicts with the policy or recommendations of the ..... provincial council.

### New Whitley Investigations

**Passenger Transport Inspectors**—The National Whitley Council, after conferring with representatives of the Municipal Transport Association, expressed the opinion that it was in the best interests of transport management that transport inspectors be accorded officer status, and appointed a sub-committee of six to report to the executive committee on the application of the scheme of conditions of service to them. At present, about one-half of the inspectors are classified as officers and are members of NALGO and the other half are classified as manual workers, and are members of the other trade unions represented on the National Council.

**Temporary Staff**—On the application of the staffs' side, the Council instructed the executive committee to consider and report on the immediate steps which might be taken, if considered desirable, to adjust the remuneration of temporary officers. At present, only the service conditions presented in the Charter apply to temporary officers: their remuneration has been left to the discretion of each local authority.

## The Nalgo Building Society Announces:

### \*Share Interest Now 2½%

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### \*New 2%—yielding Deposits

Non-members, as well as members, may open the special new deposit accounts at 2%, free of tax to the investor. Withdrawals from such accounts are subject to at least six months' notice, and they show a gross yield of £3 12s. 9d.% to those liable to tax at the full standard rate.

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# ABERDEENSHIRE LEADS SCOTLAND

## First Authority to Adopt New Charter

**M**OST Scottish local authorities have already adopted the new Charter for Scotland in principle. Consideration of its application has been delayed by local elections and the reappointment of finance committees—whose particular concern is its application—but it has been given high priority on most agendas.

To Aberdeen county goes the honour of being the first local authority in the country to adopt the scheme and issue scales—a praiseworthy lead. Moray and Nairn county and certain small burghs are only awaiting final council approval and will doubtless have their schemes in print as these words are read. Further progress will be reported as we learn of it from branches.

A. E. BUNYAN, Selkirk, asked, last month, why we should have to "give up our present bonus," complaining that if it were justified when awarded, it could not logically be cut down later.

His grouse is not unique. But let's get this bonus business straight. The bonus approved on February 1, 1946, giving increases of £18 or more on the previous award, was agreed by the employers, and accepted by the staff, as a temporary measure on the understanding that negotiations for an increase in basic rates should proceed on the assumption that, when they had been concluded we should revert to the original award which was then, and still is, applicable in England. We have, in fact, been enjoying a temporary increase equal to, and in many respects greater than, the first instalment of the English Charter increases.

In addition, we have promises that: When the bonus is revised in England, it will be adopted in Scotland from the same date; and Where, under the new Charter, an increase in the basic rate does not equal the increase in bonus, the higher figure will be paid.

So let us start counting our blessings—and begin our reckoning from January 31 last year.

### Ring Out the Old . . .

The old year's work leaves a substantial credit balance to be carried forward. On the national level, negotiating machinery has produced worthwhile dividends—the Charter, temporary increases in bonus, and increases for nurses and certain technical staffs in the hospital services. On the local level, too, negotiations have been attended with fair success and many improvements won.

Membership shows a steady increase, all the more satisfactory in view of the steadily diminishing temporary staff. Scottish public utility staffs have been quick to realise and accept the advantages of organisation within NALGO. Most satisfactory of all—if attendances at Branch meetings are any guide—is the growing realisation of the need for a strong and well informed staff organisation to ensure success in bargaining both locally and nationally.

On the debit side, however, there are a few items which must be squared in the year ahead. In the Charter, for instance, there are weaknesses such as the absence of provision for subsistence and car mileage allowances, the grouping system, and certain omissions from the examination list, all of which must be rectified by patient and persistent negotiation. The closest possible liaison with England, on the staff side at least, must be maintained to ensure close integration of policy in both countries.

### . . . Ring in the New !

What are the objectives for 1947? Undoubtedly they will reflect the all-too-human weakness to perpetuate omissions of the old year in resolutions of the new. Even so, they are worthy of recapitulation and may be fairly stated thus:

- Universal application of the Charter in the spirit in which it was accepted by both sides;
- Levelling up, throughout the country, of the grading of those classes above the general division, where considerations of employment and qualifications are uniform;
- Establishment of local joint committees in every local authority;
- Development of an active public relations policy nationally and, in particular, locally where, while we cannot be too ambitious, we can at least study the Association's policy and try to put it across in easy but definite stages;
- Provision of facilities for education courses where none now exists;

Publication of a Scottish district magazine and the abandonment of the unequal struggle against advertisements and comic cartoons in the present Scottish notes page of LOCAL GOVERNMENT SERVICE; and, finally, One hundred per cent active and well-informed membership in soundly organised branches. There's nothing difficult in any of these. So let's go to it!

## This Month's Critic

### "Small Branches Alarmed"

Says THOMAS KING, Kilsyth and Denny

**T**HE recent articles on this page and the tour of Scottish branch annual general meetings by that energetic pair, Messrs. RAE and BRODIE, are having a most stimulating effect in Scotland.

But I still agree with A. E. BUNYAN, of Selkirk, in condemning the grouping system. Recent developments for the revision of grouping are alarming smaller branches and areas. My own small branch was satisfied that grouping was a necessary evil at the outset, and content to be placed in Group 2; but we are dreading the effect of current negotiations on our position.

Mr. Brodie appears happy over the use of the "product of a penny rate" formula as a solution to the problem, and noted with amusement a suggestion made at our branch A.G.M. for a no-detriment clause to prevent areas being "down-grouped." I should, however, like to see something of this sort incorporated in the Scottish Charter.

Mr. Brodie's sympathy for the local authorities unable to make budgetary provision for the

Charter during the current financial year seem to be genuine, but we want to expedite adoption of the Charter before any fresh snags, like re-grouping, arise. We have been told that burghs with fewer than 5,000 population are to be assisted. Mr. Dalton's proposed revision in the dis-

## This Local Government!



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bution of the block grant (G.E.C.). Could not be extended to the whole system of grouping.

Regarding the election of the staffs' side of J.I.C. by the Scottish district committee, is more equitable representation for NALGO in relation to others, more important than in particular represents NALGO?

Despite my criticisms, which are meant to be constructive, Messrs. Brodie and Rae have done wonders and have good reason to feel satisfied.

## TWO EDUCATION PROBLEMS EXPLAINED

### Concessions to Ex-Service Students

**L**ETTERS to Headquarters indicate that many candidates for NALGO examinations do not fully understand the concessions to ex-servicemen. Ex-service candidates may, if they wish, sit for both intermediate and final examinations in two parts. In the intermediate grade they must take two subjects in one part and three in the other, but the choice of subjects is left entirely to them. In the final grade they must take all three compulsory subjects at one sitting and the two optional subjects at another. They may also—should they have decided to take either of the grades in two parts and have failed in one of the two, or three, subjects taken—offer themselves for re-examination at either of the next two examinations in the subject in which they have failed. This second chance is, of course, subject to the approval of the panel of assessors.

### What is the Qualification for Promotion?

It is apparent, too, that many do not realise the implications of the provisions of the Charter relating to promotion.

Paragraph 28 states that a general division officer shall not be eligible for promotion to a higher grade unless he has passed the promotion examination or secured the qualification of a "recognised professional institute." First task of the new Local Government Examinations Board is to devise and manage an examination for use as a promotion examination. The syllabus is eagerly awaited.

The alternative to passing this examination will be to secure the qualification of a recognised professional institute, and it is here that much misunderstanding arises.

What constitutes a "recognised professional institute" has not yet been decided. This decision is the Board's second task. At present, such-and-such an examination cannot definitely be said to be, or not to be, a qualification for promotion. The list of examinations suggested as appropriate to the Service and given in appendix B of the Charter relates only to the recognition of examination successes by monetary grant (paragraph 29) and not to eligibility for promotion (paragraph 28). It is expected that NALGO's examinations will be among those recognised by the Board.

### New Education Booklet

A new booklet, *The Local Government Officer, and Education*, describing the Association's educational policy and the facilities available to its members, and reviewing the recommendations

of the National Whitley Council for the recruitment and training of officers, has recently been published and is now available at Headquarters for those interested.

### Week-End School at Pendley

Lecturers at NALGO's metropolitan week-end school held last month at Pend Manor, Tring, home of the Pendley centre adult education, were:

CAPT. R. L. REISS, a director of Welwyn Garden City, on the new towns;

ERNEST LONG, secretary of the I.M.T.A. and well known local government broadcaster, on changes in local government finance;

J. R. WORBOYS, deputy county treasurer, Buckinghamshire, on the history of local government particularly in his own county; and

JOHN J. CLARKE, of text-book fame, on the changes in the administration of the social services.

### County's School for Juniors

Telling 40 junior officers of county, urban and rural councils that it was necessary to understand democracy not merely as a machinery of government but as a faith, Miss C. WATSON, assistant education officer, East Suffolk county council, opened the county youth sub-committee's week-end course held at Felixstowe county grammar school last month. There was, she said, need for an adventurous and constantly enquiring mind. Everyone had an important contribution to make as a public servant, however small. Monotony in his present job might seem like patriotism, however, democracy was enough: its ultimate value depended upon how one took of life, and so, perhaps, did existence.

C. C. LIGHTFOOT, deputy clerk, speaking on "local government officer," said that transfer of staff between different authorities were often confined to the higher grades. The system provided an enrichment of experience and needed encouragement.

No fewer than five chief officers of the county spoke to the young students.

### Scholarships for Nurses

State registered nurses with three years or more post-registration experience of hospital nursing wishing to train as sister tutors or male tutors may apply to the Ministry of Health, Division for details of scholarships—fifty are available—£150 and payment of training and examination fees.



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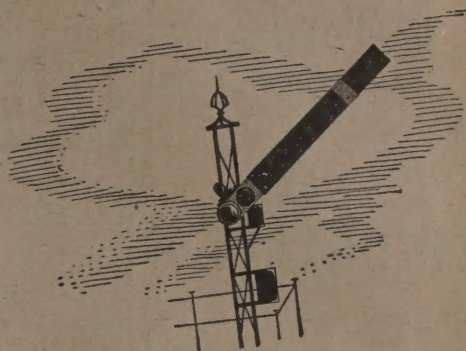


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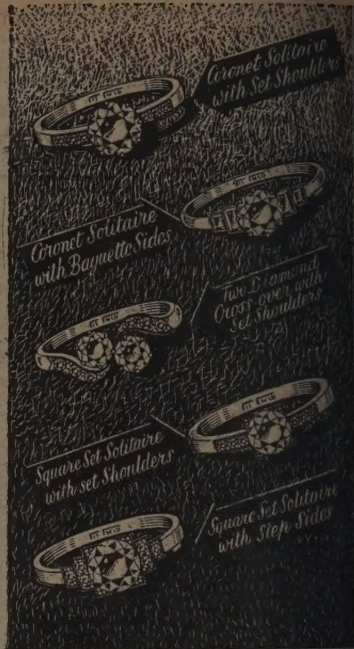
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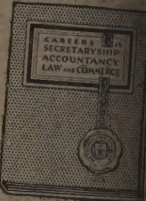
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